



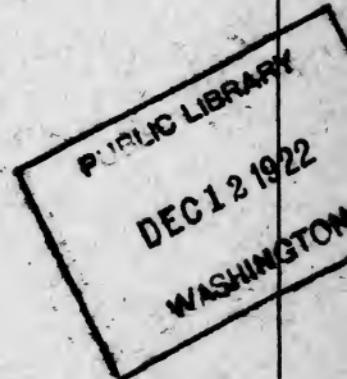
67TH CONGRESS  
3d Session }

HOUSE OF REPRESENTATIVES

{ DOCUMENT  
No. 451

ANNUAL REPORT OF THE  
COMMISSIONERS OF THE  
DISTRICT OF COLUMBIA  
YEAR ENDED JUNE 30, 1922

Vol. IV  
REPORT OF  
THE BOARD OF EDUCATION  
1921-22



WASHINGTON  
GOVERNMENT PRINTING OFFICE  
1922

t

67TH CONGRESS }  
3d Session }

HOUSE OF REPRESENTATIVES

{ DOCUMENT  
No. 451

ANNUAL REPORT OF THE  
COMMISSIONERS OF THE  
DISTRICT OF COLUMBIA  
YEAR ENDED JUNE 30, 1922

Vol. IV  
REPORT OF  
THE BOARD OF EDUCATION  
1921-22



WASHINGTON  
GOVERNMENT PRINTING OFFICE  
1922



## CONTENTS.

	Page.
Statement of the vice president of the Board of Education-----	1
School calendar-----	2
Membership of Board of Education-----	2
Meetings of the Board of Education-----	2
Executive, administrative, and supervisory staff-----	3
Letter of superintendent of schools to Board of Education-----	7

### SUPERINTENDENT'S ANNUAL REPORT.

#### I. THE SCHOOL YEAR 1921-22.

1. Rules on the appointment of assistant principals in high schools-----	10
2. Pledge to teach no longer required of entrants to the normal schools-----	10
3. Modern health crusade-----	11
4. Assignment of administrative problems to supervising principals-----	13
5. Superintendent's meetings with school officers:	
Meetings with elementary school group-----	14
Meetings with high-school principals-----	14
6. New plan of examination to qualify for class 6, group B, salaries-----	15
7. Special congressional investigation of school needs-----	15
8. Teachers' Council perfects its organization-----	18
9. Policy of giving temporary teachers probationary appointment with prior dating-----	20
10. Citizens' conference with the Board of Education-----	21
11. Legal suit of certain teachers eligible for class 6, group B, salaries-----	24
12. The supervision of organizations of high-school pupils-----	25
13. Branches of public library in school buildings-----	33
14. Rules and regulations governing outside use of school buildings-----	36
15. Changes in requirements for graduation from high schools-----	39
16. Conference with citizens-----	40
17. Rules relating to work of heads of departments in high schools-----	40
18. Milk and cracker lunches-----	42
19. Standardization of night-school work-----	43
20. Legal suit of Grace Coleman-----	43
21. Professional meetings for teachers-----	44
22. Parent-teacher associations -----	45

#### II. THE NEW SALARY SCHEDULE AND SCHOOL REORGANIZATION LEGISLATION.

Higher salaries urgent-----	47
Reorganization legislation a necessity-----	47
What the new legislation provides-----	48
The bill was carefully prepared-----	48
Basis of establishing schedule-----	49
Steps in preparation of bill-----	49
The bill in Congress-----	50

	Page.
Bill has public support.....	51
Its present status.....	51
This legislation must pass.....	51
 III. THE SHORTAGE OF SCHOOLHOUSE ACCOMMODATIONS.	
1. Why present school buildings are inadequate.....	52
The result of war conditions.....	52
An accumulation of failures to make appropriations.....	52
Larger appropriations recommended by congressional commissions.....	52
Board of Education has asked for funds.....	53
Delayed appropriations increase congestion.....	53
Lack of systematic appropriations chief cause.....	53
Increased enrollment compared with additional accommodations.....	53
Elementary schools:	
Table—Increased enrollment.....	54
Table—Additional classrooms.....	54
High schools:	
Table—Increased enrollment.....	55
Table—Additional accommodations.....	56
2. The present situation during 1921-22.....	57
Condition in 1920-21 reviewed.....	57
Needs of elementary schools.....	57
Needs of high schools.....	58
Conditions during year 1921-22.....	58
Unmet needs of elementary schools.....	59
Unmet needs of high schools.....	59
Summary.....	60
3. The relief provided for to date.....	60
In second deficiency act, 1921.....	61
In appropriations act, 1922.....	62
Elementary schools.....	63
Junior high schools.....	64
High schools.....	65
Summary.....	66
4. What we must squarely face.....	67
 IV. REPORTS BY SUPERVISING PRINCIPALS ON THEIR SPECIAL ASSIGNMENTS.	
Educational Measurement and Research, by Robert L. Haycock and John C. Bruce.....	70
Aspects of the Business Office as Related to the Elementary Schools, by Ben W. Murch.....	74
Promotion, Nonpromotion and Retardation, by Miss Flora L. Hendley and Miss Marion P. Shadd.....	74
Attendance Departments, by Hosmer M. Johnson and John C. Nalle.....	76
Furniture and Equipment of Elementary Schools, by Selden M. Ely.....	79
Thrift Teaching in the Elementary Schools, by Ephraim G. Kimball.....	80
 V. THE JUNIOR HIGH SCHOOL.	
A new institution.....	83
Junior high school defined.....	84
Essential characteristics.....	84
What the junior high schools in Washington should do.....	86

	Page.
Local situation favorable-----	88
Junior high schools accepted in Washington-----	90
Qualifying teachers for junior high schools-----	90
Plan for qualifying elementary school teachers for junior high-school positions-----	91
Courses for teachers offered during the summer of 1922-----	95
 VI. WHY EDUCATIONAL PROGRESS IN WASHINGTON IS SO SLOW.	
Educational progress is slow-----	96
(a) Present needs are numerous and pressing-----	97
(b) Relief for pressing needs comes too slowly-----	101
(c) Much legislation now needed-----	102
Progress contingent on appropriations and legislation-----	103
Methods of securing school appropriations-----	105
Methods of obtaining legislation-----	109
Compulsory school attendance and school census as an illustration-----	110
Division of authority and responsibility for education in Washington-----	112
1. The Board of Education-----	113
2. The Board of Commissioners-----	114
Present methods of transacting school business-----	116
(a) School finances not directed by board-----	117
1. Form of school accounting dictated by general government practice-----	118
2. Auditor judges eligibility for school employees-----	119
3. Auditor assigned salaries to certain teachers-----	119
4. General accounting office of Treasury has veto power-----	120
5. Comptroller General has final veto power-----	121
6. Payment of school employees must conform to Government method-----	121
7. Disbursing officer uses school officers-----	122
8. Teachers' retirement law operated by District Commissioners-----	122
9. U. S. Civil Service Commission operates retirement law for other employees-----	122
(b) Purchase of school supplies-----	123
1. Methods conform to District procedure-----	123
2. Staple article frequently unsuited-----	124
3. Experiences with the general supply committee-----	124
(c) Making repairs to school buildings-----	127
1. The procedure—"May" and "December" lists-----	127
2. Results of procedure-----	129
(d) Operating school playgrounds-----	130
(e) Medical inspection in the schools-----	132
(f) A few other illustrations-----	133
What others think of the system-----	135
Conclusions-----	137



## **REPORT OF THE BOARD OF EDUCATION OF THE DISTRICT OF COLUMBIA.**

---

The activities of the public schools of the District of Columbia are herewith shown in the annual report of the superintendent of schools for the school year ending June 30, 1922. This admirable report shows the details of a highly successful school year, with marked increases in enrollment, particularly in the high schools, both senior and junior, and indicates also that the accessions of new buildings have, unfortunately, not kept pace with school growth. It seems proper to mention that the interest of the community in public-school affairs has been increasingly manifested by many civic associations that have wholeheartedly cooperated with the school officials in the board's continued efforts toward a higher standard of efficiency through adequate Congressional appropriations. In these efforts for the increase of appropriations from Congress for the needed development of the schools the newspapers of Washington have most helpfully cooperated.

At the annual meeting July, 1921, Dr. Abram Simon was reelected president and Mr. D. A. Edwards was elected vice president. Dr. H. Barrett Learned had declined reelection as vice president because his plans called for an absence of several months in California. He later resigned from the board, having given nearly five years of service, and was succeeded by Mr. James T. Lloyd. On account of increasing claims upon his time, Doctor Simon resigned as president in December, 1921. The vice president, Mr. Edwards, was elected to fill the vacancy, and Mrs. Howard L. Hodgkins was elected vice president. The president resigned from the board in January, 1922, and the vice president acted as president until the next annual meeting, July, 1922. The vacancy on the board was filled in April, 1922, by the appointment of Mr. D. J. Callahan. July, 1922, Mrs. Susie Root Rhodes completed 10 years of continuous service on the board and resigned to have more time for municipal-playground work.

The board deeply appreciates the earnest and successful work of the superintendent in the administration of the public-school system in the District of Columbia.

Respectfully submitted.

**(Mrs. H. L.) M. W. HODGKINS,**  
*Vice President, Acting President.*



## **REPORT OF THE BOARD OF EDUCATION OF THE DISTRICT OF COLUMBIA.**

---

The activities of the public schools of the District of Columbia are herewith shown in the annual report of the superintendent of schools for the school year ending June 30, 1922. This admirable report shows the details of a highly successful school year, with marked increases in enrollment, particularly in the high schools, both senior and junior, and indicates also that the accessions of new buildings have, unfortunately, not kept pace with school growth. It seems proper to mention that the interest of the community in public-school affairs has been increasingly manifested by many civic associations that have wholeheartedly cooperated with the school officials in the board's continued efforts toward a higher standard of efficiency through adequate Congressional appropriations. In these efforts for the increase of appropriations from Congress for the needed development of the schools the newspapers of Washington have most helpfully cooperated.

At the annual meeting July, 1921, Dr. Abram Simon was reelected president and Mr. D. A. Edwards was elected vice president. Dr. H. Barrett Learned had declined reelection as vice president because his plans called for an absence of several months in California. He later resigned from the board, having given nearly five years of service, and was succeeded by Mr. James T. Lloyd. On account of increasing claims upon his time, Doctor Simon resigned as president in December, 1921. The vice president, Mr. Edwards, was elected to fill the vacancy, and Mrs. Howard L. Hodgkins was elected vice president. The president resigned from the board in January, 1922, and the vice president acted as president until the next annual meeting, July, 1922. The vacancy on the board was filled in April, 1922, by the appointment of Mr. D. J. Callahan. July, 1922, Mrs. Susie Root Rhodes completed 10 years of continuous service on the board and resigned to have more time for municipal-playground work.

The board deeply appreciates the earnest and successful work of the superintendent in the administration of the public-school system in the District of Columbia.

Respectfully submitted.

*(Mrs. H. L.) M. W. HODGKINS,  
Vice President, Acting President.*

## SCHOOL CALENDAR.

---

1922. School opens (beginning on the first half year) : Monday, September 18.  
Thanksgiving holiday : Thursday and Friday, November 30 and December 1.  
Christmas holiday : December 24, 1922, to January 1, 1923, both inclusive.  
1923. End of first half year : Wednesday, January 31.  
Beginning of second half year : Thursday, February 1.  
Washington's Birthday : Thursday, February 22, and Friday, February 23.  
Easter holiday : Friday, March 30, to Friday, April 6, both inclusive.  
Memorial Day : Wednesday, May 30.  
School closes (end of second semester) : Wednesday, June 20.  
School opens : Monday, September 17.

---

## BOARD OF EDUCATION.

---

1922-23.

TERM EXPIRES JUNE 30, 1923.

Dr. ABRAM SIMON.

Mr. JAMES T. LLOYD.

Mrs. CORALIE F. COOK.

TERM EXPIRES JUNE 30, 1924.

Mr. E. C. GRAHAM.

Mrs. LAURA D. P. MORGAN.

Mr. WILLIAM L. HOUSTON.

TERM EXPIRES JUNE 30, 1925.

Mr. DANIEL J. CALLAHAN.

Mrs. MARIE W. HODGKINS.

Dr. J. HAYDEN JOHNSON.

---

## DIRECTORY.

---

Dr. ABRAM SIMON, 2802 Cathedral Avenue NW. Office hours at Franklin School Building, Thirteenth and K Streets NW., Mondays and Thursdays, 3 to 5 p. m.

Mr. DANIEL J. CALLAHAN	Norfolk and Washington Steamboat Co.
Mrs. CORALIE F. COOK	Howard University.
Dr. J. HAYDEN JOHNSON	1842 Vermont Avenue NW.
Mr. E. C. GRAHAM	1330 New York Avenue NW.
Mrs. MARIE W. HODGKINS	1830 T Street NW.
Mr. WILLIAM L. HOUSTON	615 F Street NW.
Mr. JAMES T. LLOYD	709 Woodward Building.
Mrs. LAURA D. P. MORGAN	532 Seventeenth Street NW.

The Board of Education organizes each year at its meeting on the first Wednesday in the month of July.

The regular meetings of the board are held on the first and third Wednesdays of each month at 3.30 p. m. in the Franklin School Building, Thirteenth and K Streets NW.

## OFFICERS OF THE BOARD.

Dr. ABRAM SIMON, President.

Mr. DANIEL J. CALLAHAN, Vice President.

HARRY O. HINE, Secretary.

## EXECUTIVE, ADMINISTRATIVE, AND SUPERVISORY STAFF.

Superintendent, assistant superintendents, and various officers and directors, Franklin School, Thirteenth and K Streets NW.

Attendance officer, Berret School, Fourteenth and Q Streets NW. Office hours of chief, school days, 3.30 to 5 p. m.

Attendance officer for Tenth-Thirteenth divisions, Langston School, P between North Capitol and First Streets NW. Office hours of chief, school days, 3.30 to 5 p. m.

Child labor office, Franklin School, Thirteenth and K Streets NW. This office is open daily except Saturdays from 9 a. m. to 5 o'clock p. m. On Saturdays this office is open from 9 a. m. to 3 p. m.

This office issues WORK PERMITS to children between the ages of 14 and 16; STREET TRADE PERMITS to children between the ages of 10 and 16.

Physical examinations of applicants for work and street trade permits are held Mondays, Wednesdays, and Fridays at 2 p. m. at Franklin School, Thirteenth and K Streets NW., in the child labor office.

Minors' licenses: Daily, except Saturdays, between the hours of 10 and 12 m. and 2 and 4 p. m. On Saturdays from 9 to 12 m.

Public school storehouse, No. 136 K Street NE.

## OFFICE OF SUPERINTENDENT OF SCHOOLS.

FRANK W. BALLOU, *Superintendent of Public Schools*, The Marlborough. Office hours at Franklin School Building, Thirteenth and K Streets NW., 3 to 5 p. m. daily, except Saturdays; 11 to 12 m. Saturdays. Office hours are confined to school weeks.

STEPHEN E. KRAMER, *Assistant Superintendent (for White Schools)*, 1725 Kilbourne Place NW. Office hours at Franklin School Building, 9 to 12 m. and 2 to 4 p. m. daily, except Saturdays; 9.30 to 12 m. Saturdays.

GARNET C. WILKINSON, *Assistant Superintendent (for Colored Schools)*, 406 U Street NW. Office hours at Franklin School Building, 3.30 to 5 p. m. daily, except Saturdays; 9.30 to 11 Saturdays.

ALEXANDER T. STUART, *Director of Intermediate Instruction*, 3162 17th Street NW. Office hours at Franklin School, 9 a. m. to 5 p. m. on school days.

JOHN A. CHAMBERLAIN, *Supervisor of Manual Training*, 1502 Emerson Street NW. Office hours at Franklin School, 9 a. m. to 5 p. m. on school days.

ROSE L. HARDY, *Director of Primary Instruction*, 764 Rock Creek Church Road. Office hours at Franklin School, 9 to 10 a. m. Mondays; 2 to 4 p. m. Thursdays.

EMMA F. G. MERRITT, *Assistant Director of Primary Instruction*, 1630 Tenth Street NW. Office hours at Shaw Junior High School, 9 to 10 a. m. and 2 to 5 p. m. Mondays; 1 to 4 p. m. Wednesdays.

CATHERINE R. WATKINS, *Director of Kindergartens*, 1720 Oregon Avenue NW. Office hours at Berret School, 1.30 to 3 p. m. Mondays.

IMOGENE WORMLEY, *Assistant Director of Kindergartens*, 547 Florida Avenue NW. Office hours at Cleveland School, Eighth and T Streets NW., 1 to 3 p. m. daily.

ANNIE M. WILSON, *Director of Drawing*, Box 68, Kenington, Md. Office hours at Berret School, 9 to 12 m. Mondays; 1 to 4 p. m. Thursdays.

JOSEPH O. MONTGOMERY, *Assistant Director of Drawing*, 2813 N Street NW. Office hours at Myrtilla Miner Normal School, 9 to 12 m. Mondays; 1 to 3 p. m. Thursdays.

EDWIN N. C. BARNES, *Director of Music*, 4623 Eighth Street NW. Office hours at Thomson School, 9 to 10 a. m. school days.

JOSEPHINE E. WORMLEY, *Assistant Director of Music*, 547 Florida Avenue NW. Office hours at Myrtilla Miner Normal School, 11 to 12 m. Mondays; 2 to 3 p. m. Fridays.

REBECCA STONEROAD, *Director of Physical Culture*, 2606 Garfield Street NW. Office hours at Webster School, 3 to 4 p. m. Tuesdays.

ANITA J. TURNER, *Assistant Director of Physical Culture*, 300 T Street NW. Office hours at Myrtilla Miner Normal School, 3 to 4 p. m. Wednesdays.

IDA F. O'NEILL, *Director of Domestic Art*, 807 Varnum Street NW. Office hours at Berret School, 1 to 4 p. m. Fridays.

EVA F. WILSON, *Assistant Director of Domestic Art*, 940 T Street NW. Office hours at Shaw Junior High School, 1 to 4 p. m. Tuesdays.

EMMA S. JACOBS, *Director of Domestic Science*, 1400 Decatur Street NW. Office hours at Morse School, 1 to 5 p. m. Mondays and Fridays; 2 to 4 p. m. Tuesdays.

JULIA W. SHAW, *Assistant Director of Domestic Science*, Ardwick, Md. Office hours at Shaw Junior High School, 3 to 4.30 p. m. Tuesdays.

OLIVER W. McDONALD, *Assistant Supervisor of Manual Training*, 623 Tenth Street NW. Office hours at Shaw Junior High School, 9 to 10 a. m. school days.

MARY F. MARSDEN, *Director of Penmanship*, 1731 First Street NW. Office: J. Ormand Wilson Normal School.

CORINNE E. MARTIN, *Assistant Director of Penmanship*, 130 New York Avenue NW. Office: Shaw Junior High School.

HARRY O. HINE, *Secretary*, office of Secretary Board of Education, 3204 Highland Place NW., Cleveland Park. Office hours at Franklin School, 8.45 a. m. to 4.45 p. m.

RAYMOND O. WILMARTH, *Chief Accountant*, office of Finance Accounting, 227 John Marshall Place NW. Office hours at Franklin School, 9 to 10 a. m. and 3 to 5 p. m.

JOHN W. F. SMITH, *Statistician*, office of Statistics and Publications, 816 Fourth Street NW. Office hours at Franklin School, 9 to 10 a. m. and 3 to 5 p. m.

SADIE L. LEWIS, *Chief Attendance Officer for White Schools*, 4902 Georgia Avenue NW. Office hours at Berret School, Fourteenth and Q Streets NW., 9 to 11 a. m. Mondays, Wednesdays, Fridays, and Saturdays; 3.30 to 5 p. m. Tuesdays and Thursdays.

IDA G. RICHARDSON, *Chief Attendance Officer for Colored Schools*, 309 Eleventh Street NE. Office hours at Langston School, P Street between North Capitol and First Streets NW., 9 to 10 a. m. Mondays, Tuesdays, Wednesdays, and Fridays; 9 to 10 a. m. and 2 to 3.30 p. m. Thursdays.

ELEANOR J. KEENE, *Clerk in Charge Child Labor Office*, 3453 Holmead Place NW. Office hours at Franklin School, 10 to 12 o'clock m. and 2 to 4 p. m. daily, except Saturdays; 9 to 12 m. Saturdays.

HUGH F. MCQUEENEY, *Superintendent of Janitors*, Bladensburg Road and New York Avenue NE. Office hours at Franklin School, 3 to 4 p. m. Tuesdays and Fridays. Phone, Lincoln 1581.

BOARD OF EXAMINERS FOR WHITE SCHOOLS.

Superintendent FRANK W. BALLOU, *Chairman*; HARRY ENGLISH, *Secretary*, 2907 P Street NW.; SARAH E. SIMONS, 1528 Corcoran Street NW. Office, Franklin School, Thirteenth and K Streets NW.

BOARD OF EXAMINERS FOR COLORED SCHOOLS.

Superintendent FRANK W. BALLOU, *Chairman*; NELSON E. WEATHERLESS, *Secretary*, 2502 Georgia Avenue; G. DAVID HOUSTON, 1758 T Street, NW. Office, Franklin School, Thirteenth and K Streets NW.

SUPERVISING PRINCIPALS.

BEN W. MURCH, *Supervising Principal*, first division; office, Dennison School; residence, 1703 Thirty-fifth Street NW.

ROBERT L. HAYCOCK, *Supervising Principal*, third division, Powell School; residence, 1606 Longfellow Street NW.

WALTER B. PATTERSON, *Supervising Principal*, special division; office, Franklin School; residence, 422 Randolph Street NW.

SELDEN M. ELY, *Supervising Principal*, fifth division; office, Gales School; residence, 50 S Street NW.

FLORA L. HENDLEY, *Supervising Principal*, sixth division; office, Ludlow School; residence, 1216 L Street NW.

EPHRAIM G. KIMBALL, *Supervising Principal*, seventh division; office, Wallach School; residence, 1527 Park Road NW.

ANNE BEERS, *Supervising Principal*, eighth division; office, Jefferson School; residence, 3017 Rodman Street NW.

HOSMER M. JOHNSON, *Supervising Principal*, ninth division; office, Cranch School; residence, 1443 Fairmont Street NW.

JOHN C. NALLE, *Supervising Principal*, tenth division; office, Sumner School; residence, 1308 U Street NW.

MARION P. SHIADD, *Supervising Principal*, eleventh division; office, Garnet School; residence, 2110 Fourteenth Street NW.

WINFIELD S. MONTGOMERY, *Supervising Principal*, special division; office, Simons School; residence, 1912 Eleventh Street NW.

JOHN C. BRUCE, *Supervising Principal*, thirteenth division; office, Lincoln School; residence, 1301 T Street NW.

JUNIOR HIGH SCHOOLS.

ALICE DEAL, *Principal*, Victoria Apartments. Office, Columbia Junior High School.

MINEOLA KIRKLAND, *Principal*, 1106 B Street NE. Office, Shaw Junior High School.

SENIOR HIGH SCHOOLS.

ROBERT A. MAURER, *Principal*, 2029 Park Road NW. Office, Central High School.

CHARLES HART, *Principal*, 625 Lexington Street NE. Office, Eastern High School.

ELMER S. NEWTON, *Principal*, 2538 Thirty-seventh Street NW. Office, Western High School.

ALLAN DAVIS, *Principal*, 900 Eleventh Street SE. Office, Business High School.  
FRANK C. DANIEL, *Principal*, Chevy Chase, Md. Office, McKinley Manual Training High School.

WALTER L. SMITH, *Principal*, 389 Rhode Island Avenue NW. Office, Dunbar High School.

ARTHUR C. NEWMAN, *Principal*, 504 T Street NW. Office, Armstrong Manual Training High School.

NORMAL SCHOOLS.

ANNIE M. GODING, *Principal*, 1419 R Street NW. Office, J. Ormond Wilson Normal School.

EUGENE A. CLARK, *Principal*, 1915 Second Street NW. Office, Myrtilla Miner Normal School.

VOCATIONAL AND PREVOCATIONAL SCHOOLS.

WILLIAM F. SMITH, *Principal*, 1340 F Street NE. Office, Smallwood School.

HENRY F. LOWE, *Principal*, 215 Fifth Street NE. Office, Lenox School.

F. E. PARKS, Jr., *Principal*, 1935 Fifteenth Street NW. Office, Cardozo Manual Training School.

LEONORA C. RANDOLPH, *Principal*, 1250 Kearney Street NE. Office, O Street Manual Training School.

Alice P. BARLOW, *Teacher in Charge*, 1304 S Street NW. Office, Phelps Manual Training School.

AMERICANIZATION WORK.

MAUDE E. AITON, *Principal Americanization Work*, The Portner. Office, Columbia Junior High School.

MEDICAL INSPECTOR.

JOSEPH A. MURPHY, *Chief Medical and Sanitary Inspector*, 1425 Chapin Street. Office hours at Franklin School, Thirteenth and K Streets NW., 2 to 3 p. m. on school days.

## **REPORT OF THE SUPERINTENDENT OF SCHOOLS.**

---

*The Board of Education of the District of Columbia.*

**LADIES AND GENTLEMEN:**

I have the honor to submit herewith the annual report of the superintendent of schools for the year ending June 30, 1922. This report has been prepared with a view of presenting useful information to those interested in the welfare of the public-school system.

As last year, this report looks to the future rather than to the past. The report is in some measure a record of some of the more important activities and accomplishments of the last school year. It is to a larger degree, however, a description of the present school system with particular emphasis upon its present and future needs.

The report is divided into six sections.

Section I contains a brief description of certain administrative changes which have been made during the school year 1921-22. These changes are intended to improve instruction, to clarify administrative practice, to secure desirable unity of action, and to improve or eliminate undesirable conditions.

In Section II the superintendent regularly intends to discuss what he conceives to be the outstanding subject of the year. This year Section II is devoted to a consideration of the new salary schedule and school reorganization legislation. This section will be of interest to those who desire to see improvement in the financial status of the teachers as a means toward better teaching.

Section III consists of a detailed analysis of the shortage of school-house accommodations. This section should be read by those who would like to know why present school buildings are inadequate, the relief which has been provided for to date, and the pressing situation which confronts the people of Washington.

Section IV represents somewhat of a departure from last year. In this section of the present annual report reports of the supervising principals on their special assignments are included. Teachers and officers and others interested in the various detailed phases of the school system will find these reports of real interest and much value.

Section V is devoted to a consideration of the junior high school, its characteristics and functions in our system of education. This section has been written with a view of providing information of interest to teachers, officers, and citizens.

Section VI consists of an attempt to answer the question, "Why educational progress in Washington is so slow." In view of the general interest in reorganization legislation, the superintendent has attempted to set forth briefly some of the conditions which account for the present educational situation in Washington. This section has been written with a constructive rather than a destructive purpose in view. This section of the report will be of particular interest not only to all who have to do with school business but also to those interested in lifting the school system of Washington to a higher plane of efficiency and usefulness.

For continued and unfailing support during the past school year of a thoroughgoing, constructive, educational program the superintendent extends grateful acknowledgment to the teachers, officers, and other school employees; to the members of the Board of Education and to the Commissioners of the District of Columbia and their subordinate officers. In behalf of the school children, for whom the school system is operated, for special interest shown in the improvement of the school system, the superintendent expresses deep appreciation to the Bureau of the Budget; to the Appropriations Committees of the House and Senate; to the committees of the House and Senate on the District of Columbia, as well as other Members of the House and Senate. The superintendent also desires to express his sincere appreciation of the cooperation and assistance during the past year of the chairmen of the education committees of the several citizens' associations, as well as to those associations and also to the great body of citizens of the District of Columbia. The superintendent feels sure also that the public appreciates with him the debt of gratitude which the public owes to the press of Washington for the public service which it has rendered during the past year in so fully describing school conditions and school needs.

Respectfully submitted.

FRANK W. BALLOU,  
*Superintendent of Schools.*

## I. THE SCHOOL YEAR 1921-1922.

The school year 1921-22 has been marked by some promising developments. The Board of Education has adopted a definite, constructive program of school betterment. This program has been uniformly supported by the local citizens' associations, by the business organizations, and by the press. The District of Columbia presents a united support in favor of better school conditions.

Congress has shown unusual interest in school conditions. A subcommittee of the Senate Committee on the District of Columbia and a subcommittee of the House Committee on the District of Columbia has acted as a joint committee on the school needs. The members of these committees have devoted much time to the study of the school problems. On different occasions they have visited school buildings in different sections of the city to gather first-hand information concerning the needs of the schools. They have held many conferences.

However, the year has been largely one of getting ready to do something. Whether the school year 1921-22 shall be counted as one of the years of progress in the public schools depends more on what may subsequently happen than on what took place during the year. If the teachers' salary bill, the compulsory school attendance and school census bill, the free textbook bill, and the bills which are being prepared by the joint committee looking toward a reorganization of the school system are enacted into law, the efforts put forth during the last school year will have been fruitful. On the other hand, if this proposed legislation fails, the school year 1921-22 will have to be counted among the years of little permanent progress.

Whatever the future may have in store, those interested in better education for Washington must steadfastly work for the enactment of legislation necessary to make possible improved conditions and for appropriations commensurate with the needs of the school system. The united public support, which was so conspicuous during the past school year, must continue if improvements are to be secured.

Even though no legislation was enacted by Congress, many changes of an administrative nature have been made during the past year. Following the practice of last year, an account of those changes is here recorded: These administrative changes are intended to improve instruction; to clarify and systematize administrative practice; to secure unity of purpose and action among administrative officials and to improve or eliminate undesirable conditions.

**1. RULES ON THE APPOINTMENT OF ASSISTANT PRINCIPALS IN HIGH SCHOOLS.**

At the meeting of September 15, 1921, the Board of Education, on the recommendation of the superintendent, adopted the following rules regarding the appointment of assistant principals in high schools:

- (a) One assistant principal, female, may be appointed when the number of pupils exceeds 1,000.
- (b) An additional assistant principal, male, may be appointed when the number of pupils exceeds 1,500.
- (c) Not more than two assistant principals shall be appointed in any high school.

These rules are in accordance with the practice already followed and with the budget requests submitted to Congress. It was the opinion of the school officers, however, that the procedure of appointing assistant principals should be definitely established in the rules of the Board of Education rather than be left vague and unofficial.

**2. PLEDGE TO TEACH NO LONGER REQUIRED OF ENTRANTS TO THE NORMAL SCHOOLS.**

Hheretofore, persons desirous of entering either the Wilson Normal School or the Miner Normal School have been required to sign the pledge indicated in the following rule:

Each candidate before being admitted to the (normal) school shall be required to sign the following pledge:

I, the subscriber, desire to enter the normal school for the purpose of preparing myself for teaching, and I declare it to be my intention to continue in said school until I have completed the prescribed course of study and then to devote myself to the work of teaching in the public schools for the term of two years.

It has frequently happened that the plans of young ladies have changed while pursuing their normal-school course and they no longer desired to teach, but on the contrary intended to marry after graduation. Moreover, the school authorities have never attempted to enforce the requirement that graduates teach at least two years after graduation. In addition to this, it is not clear by just what procedure the board could legally enforce the rule against graduates unwilling to teach. Furthermore, there are each year many more graduates from the Miner Normal School than can find positions in the Washington schools.

In view of the above circumstances, on September 21, 1921, on recommendation of the superintendent the board abolished rule 49 quoted above.

**3. MODERN HEALTH CRUSADE.**

The pupils of the public schools of the District of Columbia during the school year 1920-21 participated in the Inter-City Crusaders' contest which was conducted by the National Tuberculosis Association in the largest cities of the United States.

Each pupil enrolled in this contest kept a record of health habits to be observed each day for a period of six weeks. At the end of this period the records were collected by the teachers and a new chart given the pupils covering another six weeks. This practice continued throughout the school year. A copy of the chart is as follows:

15178—22—2

## REPORT OF THE BOARD OF EDUCATION.

## MORNING INSPECTION RECORD OF HEALTH HABITS.

Name: \_\_\_\_\_

Washington, D. C., Public Schools ::

Purity and cleanliness

.....

1. Washed hands. Should wash hands before each meal.
2. Brushed teeth. Should brush teeth morning and evening.
3. Kept myself and my surroundings neat.
4. Washed ears and neck.
5. Cleaned finger nails.
6. Took full bath twice a week.
7. Carried handkerchief.
8. Kept fingers, pencils, and unclean things out of mouth and nose.
9. Kept good posture in sitting, standing, walking, and exercising.
10. Was cheerful and pleasant in manner.
11. Was helpful to others.
12. Used handkerchief when I sneezed or coughed.
13. Took 30 minutes daily physical exercise and 10 deep breaths of fresh air.

14. Was in bed 11 (10, 9, or 8) hours with windows open.

15. Went to toilet at proper time and washed hands after wards.

ood and drink:

17. Drank 4 (5 or 6) glasses of

18. Drank no coffee or tea.

19. At slowly and chewed well.  
20. At wholesome foods, especially milk, cereals, green vegetables, and fruit. Ate candy only after meals.

Total number of omissions each month

Teacher.

The pupils of the schools of Washington won this contest by having the largest enrollment among the cities participating. Washington enrolled approximately 35,000 pupils.

The National Tuberculosis Association awarded to the school children of this city a silver cup which stands more than 2 feet high. On September 27, 1922, this cup was formally presented to the superintendent of schools by President Harding.

This cup became the property of the school children of Washington for the school year 1921-22. Under the terms of the contest, if it were won by them three times, it would become the permanent property of the schools of the District of Columbia. However, since the essential features of the health crusade have been permanently incorporated into the course of study in hygiene for the District schools, with certain modifications to meet local conditions, the schools did not participate in the contest during the school year 1921-22.

#### 4. ASSIGNMENT OF ADMINISTRATIVE PROBLEMS TO SUPERVISING PRINCIPALS.

Last year the duties and functions of the administrative principals of elementary school buildings with 16 or more classrooms were much enlarged and clearly defined. By this enlargement of functions of the administrative principals, certain functions of the supervising principals were decreased, in order that the latter might give increased attention to city-wide administrative and supervisory matters. Accordingly on September 28, 1922, the superintendent made the following assignments of administrative topics to supervising principals with the request that they give particular attention to the assignments during the school year:

1. Educational measurement and research:  
Mr. R. L. Haycock, Divisions I to IX.  
Mr. J. C. Bruce, Divisions X to XIII.
2. Payment of teachers during leaves of absence and provisions for substitute pay:  
Miss Anne Beers.
3. Aspects of the business office related to the elementary schools:  
Mr. B. W. Murch.
4. Promotion, nonpromotion, and retardation:  
Miss F. L. Hendley, Divisions I to IX.  
Miss M. P. Shadd, Divisions X to XIII.
5. Attendance department:  
Mr. H. M. Johnson, Divisions I to IX.  
Mr. J. C. Nalle, Divisions X to XIII.
6. Furniture and equipment of schools:  
Mr. S. M. Ely.
7. Teachers' salaries in other cities:  
Dr. E. G. Kimball.

A brief statement relating to the work on each assignment appears as Section IV of this report.

#### 5. SUPERINTENDENT'S MEETINGS WITH SCHOOL OFFICERS.

During the past school year the superintendent inaugurated a new plan of meetings with school officers. Heretofore the superintendent had held two meetings per month with the elementary school group and two meetings per month with the high-school group. Each meeting was informal. The superintendent presented such business as was of immediate concern and other officers brought up any matters that they desired to have considered.

*Meetings with elementary school group.*—The new plan provides for the continuance of one informal meeting per month of the former type. This meeting is an open forum for the discussion of any relevant school topic. It is a clearing house for current thought. The other meeting each month is a formal meeting devoted to some important educational topic, announced in advance, and discussed by those assigned in advance to discuss it. Following the formal presentation the subject is thrown open for general discussion. The dates of formal meetings, the topics discussed, and the names of those who led in the discussion follow:

Date.	Subject for discussion.	Leaders of discussion.
Nov. 22, 1921.....	Promotion, nonpromotion and retardation.	Miss F. L. Hendley. Miss M. P. Shadd. Miss R. L. Hardy. Miss E. F. G. Merritt. Dr. F. W. Ballou. Mr. S. M. Ely.
Jan. 24, 1922.....	The standardization of school-rooms.	Mr. R. L. Haycock.
Mar. 28, 1922.....	Educational measurement and research.	Mr. J. C. Bruce.
Apr. 25, 1922.....	Freedom and project methods.....	Miss R. L. Hardy. Miss Anne Beers.
May 23, 1922.....	Health education.....	Miss E. F. G. Merritt. Dr. Rebecca Stoneroad. Dr. E. G. Kimball.
June 13, 1922.....	Five-hour day program.....	Miss Anita J. Turner. Mr. S. E. Kramer. Mr. B. W. Murch. Mr. G. C. Wilkinson.

*Meetings with the high-school principals.*—The same general plan was also followed in the meetings with the high and junior high school principals. Since this group is smaller each person can be heard on each topic, hence no assignments are made for leading in the presentation. The schedule of formal meetings follows:

##### *Subject for discussion.*

- Nov. 21, 1921. Pupil-hour standards for teachers in the high schools.
- Jan. 23, 1922. Articulation of the high school with night schools, junior high schools, and elementary schools.

Feb. 27, 1922. The work of the heads of departments.

Mar. 27, 1922. The system of promotion to 6-B salaries.

Apr. 24, 1922. Requirements for graduation.

In these formal meetings the superintendent expects to consider progressive steps in the reorganization and improvement of the school system.

#### 6. NEW PLAN OF EXAMINATION TO QUALIFY FOR CLASS 6, GROUP B, SALARIES.

The plan of the examination for promotion to class 6, Group B, salaries differs from the plan of preceding examinations in several important respects. Heretofore 55 per cent of the credit in the examination was assigned to the written examination and 45 per cent to the oral examination. It seemed to the superintendent that this distribution of credit placed too great emphasis upon the results of a written examination in subject matter and too little emphasis upon the professional achievement of candidates in the school system. Accordingly, the 55 per cent heretofore assigned to the written examination was reduced to 30 per cent, to be divided as follows: 20 per cent to written examination in the candidate's major subject and 10 per cent to the methods of teaching that subject. The 45 per cent heretofore allowed for the oral examination was reduced to 30 per cent. A new topic called "Personal characteristics and teaching ability" was introduced with an allowance of 40 per cent. Some of the credits now included within this topic were heretofore included in the oral examination. The amount of credit allowed a candidate under this new title is based largely upon an evaluation of the annual ratings of candidates on file in the superintendent's office.

The following tabulation gives this information in condensed form:

	Sept. 19, 1919, total per cent obtainable, 100 per cent.	Dec. 17, 1921, total per cent obtainable, 100 per cent.
(a) Written examination.....	55	30
1. General principles of education.....	15	
2. Major subject content.....	20	{ 20
3. Major subject methods.....	20	10
(b) Oral examination.....	45	30
(c) Personal characteristics and teaching ability.....		40
	100	100

#### 7. SPECIAL CONGRESSIONAL INVESTIGATION OF SCHOOL NEEDS.

During the past two years congressional committees have devoted an unusual amount of attention to school needs. It has been clearly apparent not only to the citizens of Washington but also

to Members of Congress that the school system has imperative needs which must be satisfied at an early date.

On May 5, 6, and 13, 1921, the subcommittee on education of the Senate Committee on the District of Columbia held public hearings on the need of additional school buildings. The committee first took the testimony of Supt. Frank W. Ballou regarding congestion in the schools and undesirable educational conditions resulting therefrom.

Col. Charles W. Kutz, engineer commissioner of the Board of Commissioners, also appeared before the committee to discuss the school situation in general and particularly the costs of construction. Colonel Kutz offered a report prepared by his office on the results of the inspection of school buildings in Cleveland and Buffalo, by a committee consisting of the superintendent of schools, Mr. Snowden Ashford, the municipal architect, Mr. Landvoigt, and Maj. Carey H. Brown, assistant to the engineer commissioner. The committee also took the testimony of Mr. Harry Wardman, Mr. C. E. Wire, Mr. W. E. Mooney, Mr. George E. Wyne, and Mr. E. W. Davis, local builders, concerning the cost of construction in Washington. The hearings were printed by Congress for the use of the Committee on the District of Columbia.

The building needs of the school system were so obvious to Congress that an appropriation of \$1,544,000, with \$400,000 additional obligated, was carried as an emergency item in the "second deficiency act, fiscal year 1921," approved June 16, 1921.

In October, 1921, a joint committee on schools and playgrounds was organized consisting of the following members of the Senate Committee on the District of Columbia: Senator Arthur Capper of Kansas, Senator Ralph H. Cameron of Arizona, Senator William H. King of Utah, and of the following members of the House Committee on the District of Columbia: Mr. Anderson H. Walters of Pennsylvania, Mr. Oscar E. Keller of Minnesota, Mr. Roy O. Woodruff of Michigan, Mr. Frank C. Millspaugh of Missouri, Mr. James P. Woods of Virginia, Mr. Thomas L. Blanton of Texas, and Mr. William C. Hammer of North Carolina.

Members of this joint committee spent several days visiting schools to gather first-hand information concerning their needs. The committee held formal hearings on December 16, January 9, 19, and 27, and February 10 and 17, and printed the hearings for the use of the Committee on the District of Columbia. The committee took the testimony not only of the school officers but of representatives of the local civic organizations and various citizens' associations.

More important, perhaps, the committee invited to conferences in Washington State Supt. Thomas E. Finegan, of Pennsylvania; State Supt. Harris Hart, of Virginia; City Supt. Randall J. Condon, of Cincinnati; and the Hon. John J. Tigert, United States Commissioner of Education. The committee sought to secure from these leading superintendents and school officials information as to what may be expected in educational developments during the next few years. On the basis of such information the joint committee proposes to formulate legislation looking toward the reorganization and improvement of the school system of the District of Columbia.

The committee discussed with these gentlemen and others such topics as the following:

The board of education: Its appointment and functions, and scope of its authority and its relation to the municipal government;  
Junior high schools;  
Supervision in the schools;  
Teachers' salaries;  
Playgrounds;  
Size of classes;  
Medical inspection;  
Size of elementary schools;  
The need of an auditorium and a gymnasium in an elementary school;  
Educational finance, vocational training, free textbooks;

and many other questions of school administration, school organization, and educational policies.

The hope for school improvement in the District of Columbia is centered in the report of this committee, which, it is understood, will be presented, with accompanying legislation, for the consideration of Congress in December, 1922. Not much legislation is likely to be secured until after this committee shall have formulated its views and made its recommendations. It is of paramount importance, therefore, that this report should be as thoroughgoing, comprehensive, and far-reaching as have been the investigations of the committee and as are the needs of the school system.

The committee, through its chairman, Senator Arthur Capper, are committed to the general proposition that the schools of the District of Columbia should exemplify the best. If the report of this joint committee indicates the ways and means by which the schools of Washington may become models for the Nation in organization, business management, teaching, and supervision it will receive the whole-hearted and undivided support of the people of the District of Columbia and of the Nation. If the report falls short of making recommendations for legislation to the above end, the report will be a

disappointment, particularly to the people of Washington. In short, the hope of the people of the District of Columbia for a sound, progressive system of education is bound up in this forthcoming report.

#### 8. TEACHERS' COUNCIL PERFECTS ITS ORGANIZATION.

At a meeting of the Teachers' Council held November 1, 1921, the committee on reorganization recommended a plan of organization which would provide for 38 delegates of the various classes of employees of the school system. The tentative plan was approved by the Board of Education on November 2, representatives were elected by the various groups of employees, and on November 22 the organization meeting of the newly constituted council was held. Mr. Allan Davis was elected chairman, Mr. Harry English vice chairman, and Miss Grace Janney secretary.

The Teachers' Council adopted a constitution on January 10. It has functioned throughout the year in the fullest accord with the statement of ideals and purposes included in the constitution. The complete constitution follows:

##### CONSTITUTION OF THE TEACHERS' COUNCIL OF WASHINGTON, D. C.

(Adopted January 10, 1922.)

###### ARTICLE I. NAME.

The name of this organization shall be the Teachers' Council of the Washington, D. C., Public Schools.

###### ARTICLE II. IDEALS AND PURPOSES.

The Teachers' Council should be the means whereby the Board of Education and the superintendent on the one hand and the teaching corps on the other may arrive at a mutual understanding of school problems. The council should occupy the position of a liaison officer. It should be an agency for instruction in school matters of the Board of Education, the superintendent, the officials, and the teachers.

The Teachers' Council should be an advisory not an administrative body; it should realize that it is not to usurp the prerogatives of the board or of the superintendent; it should not be a body for merely destructive criticism. Each delegate should represent fairly and frankly in the deliberations of the council the views of the group which he represents.

Endeavor should be made to have all the discussions of the council lead to action that is helpful and constructive.

## ARTICLE III. MEMBERSHIP.

The council shall consist of delegates elected by the members of the various branches of the Washington public-school system according to the following plan of representation:

	Divisions I to IX.	Divisions X to XIII.	Total.
<b>GROUP I—TEACHERS.</b>			
Elementary schools, teachers:			
Kindergarten, primary.....	4	2	6
Intermediate, including teaching principals.....	4	2	6
Special.....	1	1	2
Junior high schools, teachers.....	1	1	2
High-school teachers and librarians.....	2	1	3
Normal-school teachers and librarians.....	1	1	2
Total.....	13	8	21
<b>GROUP II—SUPERVISION.</b>			
Medical staff, including nurses and doctors.....	1	1	2
Directors, supervisors, and heads of departments.....	1	1	2
Total.....	2	2	4
<b>GROUP III—ADMINISTRATION.</b>			
Administrative principals, including principal of Americanization School.....	1	1	2
Supervising principals and attendance officers.....	1	1	2
Principals and assistant principals of high, junior high, and normal schools.....	1	1	2
Superintendents.....	2	1	3
Total.....	5	4	9
<b>GROUP IV—CLERICAL.</b>			
Clerks.....	1	1	2
<b>GROUP V—JANITORIAL.</b>			
Janitors, assistant janitors, engineers, assistant engineers, electricians, firemen, coal passers, skilled laborers, laborers, cleaners, charwomen, gardeners, and night watchmen.....	1	1	2
Grand total.....	22	16	38

## ARTICLE IV. OFFICERS.

The officers of the Teachers' Council shall be a president, vice president, and a secretary.

## ARTICLE V. COMMITTEES.

There shall be an executive committee composed of the officers of the council and two other members to be elected by the council.

The executive committee shall list and present to the council all topics which shall be brought to it, and shall be responsible for planning the program. Any action of the executive committee shall be subject to a referendum vote of the council on petition of six or more members thereof.

## ARTICLE VI. ELECTION.

The election of delegates shall take place during the first week in October.

Each group of delegates shall be responsible for calling the meeting of its constituents, and shall select one delegate to act as temporary chairman at such meeting pending the election of a permanent chairman.

## ARTICLE VII. ORGANIZATION.

Each council shall be legally existent until the formal organization of the newly elected delegates shall be completed.

## ARTICLE VIII. MEETINGS.

The meetings of the council shall occur on the second Tuesdays in October, January, March, and May. Special meetings shall be called by the officers of the council when, in the judgment of the executive committee, such meetings are necessary.

Election of officers shall occur at the October meeting.

## ARTICLE IX. DUTIES OF DELEGATES.

Each delegate shall call such meetings with his constituents as shall keep them in close touch with the proceedings of the council, and as shall keep him advised of the needs, desires, and opinions of his group.

Important matters which any group wishes to have the council consider may be forwarded to the executive committee by the representative of the group.

## ARTICLE X. RULES OF ORDER.

"Robert's Rules of Order" shall be recognized as authority on questions of parliamentary procedure not otherwise provided for.

## ARTICLE XI. CONDUCT OF MEETINGS.

The order of business at the regular meetings, unless otherwise ordered by a majority of the members present, shall be as follows:

1. Reading of minutes.
2. Roll call and forum.
3. Reports of officers and committees.
4. Unfinished business.
5. New business communications.

**9. POLICY OF GIVING TEMPORARY TEACHERS PROBATIONARY APPOINTMENT WITH PRIOR RATING.**

The legislative provisions which excluded temporary employees from the benefits of the \$240 bonus were a factor in the adoption of a policy which was recommended to the board by the superintendent, after consultation with the school officers and the auditor. The order, which was approved by the board on November 30, 1922, is as follows:

That it is the policy of the Board of Education that all teachers who may be regularly appointed while on a temporary tenure, on appointment made on and after July 1, 1921, and during the fiscal year of said appointment if there has been no break in the continuity of said service, shall be given probationary appointment to date from the date of temporary appointment.

It has frequently occurred that a person has been given a temporary appointment to fill a teaching position for which there was no list of eligibles at the time. Such a teacher may take an examina-

tion and become eligible for regular probationary appointment. The order quoted above gives authority to date the probationary appointment back to the date of the temporary appointment. As a result the temporary service thus rendered becomes probationary service and entitles said person to the bonus, and the permanent appointment of the teacher will also be made at a correspondingly earlier date.

#### 10. CITIZENS CONFERENCE WITH BOARD OF EDUCATION.

On December 8, 1921, a meeting was held in which representatives of 60 district organizations met in conference with the Board of Education. In most cases the representative was a member of the school committee of the organization concerned. The unusual public interest in the schools was shown by the fact that more than a hundred persons attended the conference.

The constructive program of the Board of Education for improvement of the school system of the District of Columbia was presented. The superintendent outlined the policies proposed by the board, dwelling on the importance of a definite plan of schoolhouse construction which would eliminate the temporary and outworn accommodations, develop elementary school units of 16 rooms or more equipped with assembly hall and gymnasium. To carry out this policy an expenditure of more than \$2,000,000 annually for five years or more would be required.

Another desirable improvement considered was the revision of the salary schedule of all educational employees through congressional legislation, as higher compensation is essential to the continued success of the educational system.

The physical welfare of the pupil was emphasized, in the need of improving the instruction in health education, in the enlargement of the medical inspection staff, and in the importance of providing and equipping adequate play space for pupils.

A fine spirit of cooperation was shown in the meeting and subsequently many organizations passed resolutions indorsing the school-betterment program in full.

The complete statement distributed in mimeographed form at the conference follows:

#### *Constructive Program of the Board of Education for Improvement of the School System of the District of Columbia.*

The Board of Education is seeking to improve the school system of the District of Columbia in a manner indicated by the following statement of policies and plans:

**I. SCHOOLHOUSE CONSTRUCTION.**

The Board of Education proposes the adoption of a policy:

1. To build additional classrooms each year in sufficient number so that inside a reasonable period, say five years, the school system of the District of Columbia shall be free from—

- (a) Part-time classes;
- (b) Rented buildings;
- (c) Portable schoolhouses;
- (d) Oversize classes;
- (e) Certain undesirable buildings now in use.

2. To increase the size of elementary schools as far as practicable to 16 rooms or more, making them complete educational units.

3. To build assembly rooms and gymnasiums with every elementary school building of 16 rooms or more. The Board of Education urges that assembly halls be added at the earliest possible moment to those buildings with 16 rooms or more which have heretofore been constructed without them.

The superintendent of schools believes it will take an expenditure of more than \$2,000,000 annually for a period of five or more years before the children of the public schools will be adequately housed.

**II. A NEW SALARY SCHEDULE FOR SCHOOL EMPLOYEES.**

Legislation should be secured for all employees of the Board of Education for the following reasons:

1. Salaries of employees of the Board of Education should be established by law and should not be fixed annually in the appropriations act as they now are.

2. Certain approved developments now await legal authorization, such as salaries of junior high-school teachers, administrative principals, employees of the community center department, and teachers in vocational schools.

3. Other developments must await legislation, such as the abolition of session-room pay and of the present division of elementary-school teachers into Classes I, II, III, IV, and V.

4. Higher compensation is necessary for the employees of the Board of Education if the Washington school system is to compete successfully with other school systems in securing efficient teachers and officers.

**III. SOME NEEDED DEVELOPMENTS AND EXTENSIONS OF THE SCHOOL SYSTEM.**

The Board of Education invites public cooperation in working for the following:

1. Readjustment of the administrative staff.

Principles underlying organization of the staff.

- (a) Unification of work from a central office.
- (b) Local direction of education.

Recommendations for extensions of the administrative staff.

- (a) First assistant superintendents.
- (b) An assistant superintendent for business affairs.
- (c) An assistant superintendent for educational research.
- (d) Assistant superintendents for elementary education and educational extension.
- (e) Administrative principals.

2. School census and compulsory attendance law.

No census of children at present.

Present attendance law inadequate.

3. Free textbooks and educational supplies for all pupils.  
Free text-books for elementary school pupils now.  
High-school pupils should also have free education.
4. Annual substitute teachers.  
Compensation at \$1,200.  
Twenty-five recommended.
5. Enlarged boards of examiners.
6. Increased appropriations for needed educational extensions.
  - (a) Vacation schools.
  - (b) Evening schools.
  - (c) Kindergartens.
  - (d) Medical inspection.
  - (e) Playgrounds, care and supervision.
  - (f) Textbooks and educational supplies.
  - (g) School gardening.
  - (h) Manual training.
  - (i) Americanization schools.
  - (j) Prevocational education.
7. Increased appropriations needed for upkeep, improvements, and permanent equipment.
  - (a) For improving lighting of school buildings.
  - (b) For replacing equipment of manual-training high schools.
  - (c) For replacing equipment of commercial departments in high schools.
  - (d) For increasing general high school permanent equipment to accommodate increased enrollment.
  - (e) For replacing antiquated school furniture in elementary schools.
  - (f) For upkeep and physical improvement to buildings generally.

#### IV. PHYSICAL WELFARE OF PUPILS.

The Board of Education proposes to give special consideration to the physical welfare of pupils in the following manner:

1. Improvement of instruction in physical well-being both in elementary and in high schools.
2. Through the discovery and correction of physical defects.
3. The board is also recommending an increase in the personnel of the medical inspection staff, as follows: Medical inspectors, from 12 to 20; dental inspectors, from 4 to 6; dental operators, from 8 to 16; prophylactic operators, from 4 to 8; school nurses, from 10 to 20.

If the appropriations are made for the increase in the personnel of the medical inspection staff, it will be possible for the Board of Education—

1. To examine physically a larger number of pupils.
2. To increase the number of nutrition clinics.
3. To give more attention to the examination of mentally retarded pupils.
4. To increase the number of dental clinics.

#### V. PLAY AND RECREATION.

It is the policy of the Board of Education to provide adequate play space for elementary-school pupils as well as high-school pupils, and to make provision for the equipment, upkeep, and supervision of these playgrounds after school hours and during vacation.

To this end the Board of Education will undertake—

- (a) To equip satisfactorily for play purposes all school yards now available but unequipped;
- (b) To provide in the next budget for the purchase of equipment to replace worn-out playground equipment; and
- (c) To provide in the next budget compensation for supervisors of playgrounds after school hours and during the vacation period.

#### 11. LEGAL SUIT OF WILLIAM J. WALLIS AND OTHERS.

On September 19, 1919, the board of examiners held a written and oral examination to qualify class 6, group A, teachers for promotion to class 6, group B, salaries. As a result of that examination an unusually large number of persons qualified for such salaries, particularly in the white schools.

Following the certification of an eligible list of candidates appointments were made. The teachers in the colored schools who qualified were all appointed. One 6-B teacher in the colored schools retired from the service, leaving a salary in the colored schools which could not be used in those schools because there was no eligible candidate. This salary was transferred to the white schools with the understanding that it would be returned to the colored schools when salaries were available and there were candidates from the colored schools to be appointed.

During the school year 1920-21 a good deal of discussion arose as to the distribution of the seven 6-B salaries which are regularly appropriated by Congress each year. On the one hand it was argued that these salaries should be divided between the two divisions of the school system, five to the white schools and two to the colored schools. On the other hand, it was argued that these salaries were offered to teachers of superior merit; that competition for these salaries should be open, free competition among all the teachers to the end that the salaries should go to those teachers who were most proficient, regardless of whether they were in one division of the school system or the other. As a result of this discussion, and after extended consideration, the Board of Education adopted a report providing for the allocation of the seven salaries on the basis of two to the colored schools and five to the white schools, and defined the general procedure of promoting teachers from class 6, group A, to class 6, group B.

In accordance with the procedure defined by the Board of Education, the boards of examiners announced an examination to be held Saturday, December 17, 1921. Following this announcement some of the teachers whose names still remained on the eligible list from the examination of 1919 sought to have the superintendent and the Board of Education postpone the proposed examination until after all persons whose names appeared on the preceding list should have been appointed.

It was pointed out by the superintendent and the board that there were no candidates in the colored schools to be promoted, that other teachers in the service had subsequently become eligible for such salaries, and that it appeared that the best interests of all would be served by holding the examination as scheduled. In order that all persons seeking such promotion should be on the same footing, the superintendent proposed that those persons whose names appeared on the eligible list be given an opportunity to take the examination along with other candidates in order that they might have the opportunity of raising their marks in the examination.

Not being satisfied with the proposed arrangement, Mr. William J. Wallis and others instituted proceedings against the superintendent of schools, the boards of examiners, and the Board of Education on December 14, 1921, in the Supreme Court of the District of Columbia in the form of a petition to show cause. The school authorities answered the petition and on July 31, 1922, Justice Hoehling discharged the rule to show cause and issued an order to that effect on August 2.

The decision indicates that in the opinion of the court the Board of Education, the superintendent of schools, and the boards of examiners had acted clearly within their legal rights in proposing to hold an examination as of December 17, 1921.

Under date of August 2, 1922, the corporation counsel advised the superintendent that the Board of Education and the superintendent were at liberty to hold the examination which had thus been postponed. Accordingly, the date of September 30 has been fixed as the date for this postponed examination.

## 12. THE SUPERVISION OF ORGANIZATIONS OF HIGH-SCHOOL PUPILS.

During the school year 1920-21 the superintendent and high-school principals continued to give attention to the existence and the evil effects of high-school fraternities and sororities. The Board of Education considered this subject at its conferences on November 17, 1920, and April 6, 1921. At its meeting on June 8, 1921, the board unanimously adopted the following report prepared by the superintendent of schools:

*Superintendent's Report on High-school Fraternities and Sororities.<sup>1</sup>*

### A LITTLE PAST HISTORY REVIEWED.

For a period of over two years, from January, 1916, to April, 1918, the Board of Education gave very careful consideration to the subject of fraternities and sororities, and took formal action forbidding any high-school student to join any fraternity or sorority under penalty of expulsion from school. This action of the board was initiated by a report and a recommendation of the Home and

<sup>1</sup>This report was inadvertently omitted from the report for 1920-21, and hence as a matter of record is included here.

School Association of the Eastern High School, which asserted that "these organizations as at present conducted serve no useful purpose as adjuncts to the school life, but tend rather to establish a divided allegiance and to form cliques not in accordance with the democratic principles of our public-school system."

The board also authorized the appointment of a commission consisting of the members of the committee of the board on high schools, the superintendent of schools, three citizens who were parents of pupils of high-school age, and three representatives of each high-school faculty. This commission drafted a report, which was approved by the Board of Education, indicating plans for carrying the abolition of fraternities and sororities into effect, for organizing clubs to take the place of fraternities, and for placing membership in clubs under faculty supervision.

The action of the board in disapproving fraternities and sororities was formally promulgated in a communication addressed "to pupils and parents or guardians of pupils in high schools," and they were invited to assist the school officials in seeing that no such organization was promoted or continued in existence. The Board of Education authorized the superintendent of schools to exact the penalty of expulsion from school for such membership. Neither the records of the Board of Education nor the records of the superintendent's office show any formal action in relation to fraternities since April, 1918.

#### FRATERNITIES AND SORORITIES CONTINUE TO EXIST.

Despite the action of the Board of Education as above set forth, high-school fraternities and sororities continued to exist and do exist at the present time. Since July 1, 1920, when the present superintendent assumed his duties, the matter of fraternities and sororities has been brought to his attention in several ways.

Parents have complained that their boys and girls were not doing their school work satisfactorily because their attention was too much distracted by these organizations. High-school girls have requested permission to sell candy in their school to raise money with which to pay their initiation fees into sororities in order to avoid asking their parents for money for that purpose. It is more charitable to assume that these girls were ignorant of the board's action than to believe that they would knowingly invite the Board of Education to assist them in breaking the board's rules.

One father of a high-school boy who was recently initiated into a fraternity asserts that "the chief feature of the initiation was beating him with heavy clubs until the lower part of his back and hips were 'black and blue' from the bruises." He further says that "two other boys were initiated at the same time, and I understand that one of them fainted twice during the beating and all of them had to be helped to bed afterwards." He says further, "I am not making any complaint against this particular fraternity for the reason that I am informed that this is part of the customary initiation with all of the high-school fraternities."

This father, although a member of a college fraternity, disapproves of high-school fraternities. He condemns this initiation of his son as "simply brutal, one of the boys breaking a heavy stick on him." He believes that "high-school boys are not able to judge whether prospective victims are physically able to withstand such treatment." He thinks "there is great danger of spinal injury, especially as these initiations are carried on in the dark."

Finally, high-school principals have stated that these organizations are flourishing in spite of the board's action, and have inquired whether the present

superintendent intends to enforce the rule against fraternities and sororities. Under the rules of the board the superintendent is required to enforce the rules and regulations of the board and to put into effect the board's orders. The superintendent has no discretion as to the enforcement or the unenforcement of the order of the board abolishing fraternities and sororities. The Board of Education may modify its own rules, or its orders, but the superintendent of schools may not do so. The superintendent intends to enforce the board's rules or orders.

Assuming that the present Board of Education disapproves of fraternities and sororities and similar organizations, the superintendent recommends the adoption of the following statement of the board's position:

#### STATEMENT OF BOARD'S POSITION.

The Board of Education is not opposed to secret organizations among men or women. The board is not opposed to fraternities and sororities in colleges and universities. The board is not opposed to fraternities and sororities in the high schools because they possess some of the common characteristics of such organizations. The board is opposed to fraternities and sororities in the high schools solely because, in its judgment, such organizations are not conducive to the achievement of the best educational results in the high schools.

The Board of Education is opposed to membership on the part of junior high school or high school pupils in any organization, association, club, fraternity, or sorority whose membership is narrowly exclusive, self-perpetuating, or secret, whose members are required to pledge support of one another as against non-members; whose eligibility requirements for membership are not approved by school authorities and known to all pupils so that all may qualify for membership if they wish; or whose meetings are not held under school auspices and under official faculty supervision. Accordingly, membership on the part of any boy or girl in a junior or senior high school in an organization, association, club, fraternity, or sorority which possesses any of the characteristics to which the Board of Education is opposed, is hereby disapproved.

#### RESCINDING OF FORMER ACTION.

To the end that a new method of enforcing the board's order against membership in disapproved organizations the superintendent recommends:

That the Board of Education rescind its action of November 20, 1916, providing that the penalty for membership of a high school pupil in a fraternity or sorority shall be expulsion from school.

While the corporation counsel has expressed the opinion that the above rule prohibiting a student from joining a fraternity or sorority is within the power of the Board of Education and will be sustained by the courts, nevertheless, the superintendent believes, and in this belief is sustained by the opinion of the same corporation counsel, that some other penalty may be preferable to expulsion from school.

#### METHODS OF ENFORCEMENT.

To carry out the board's policy the superintendent recommends the adoption of the following rules:

1. That after June 1, 1921, membership on the part of any junior high or high school pupil in any association, organization, club, fraternity, or sorority which has not been approved by the superintendent of schools is forbidden.

2. That an association, organization, club, fraternity, or sorority which now enrolls in its membership pupils of a junior high or high school shall submit to the superintendent of schools such information as he may require regarding its constitution, by-laws, membership, eligibility requirements for membership, time and place of meetings, programs of meetings, and any necessary information, as a basis for the superintendents' approval or disapproval of said organizations.

3. That all associations, organizations, clubs, fraternities, or sororities which may hereafter be approved by the superintendent of schools shall be placed under the official supervision of the faculties of the several junior high and high schools.

4. Any pupil who, after June 1, 1921, joins, or after October 1, 1921, has not discontinued his membership in any association, organization, club, fraternity, or sorority which has not been approved by the superintendent of schools, shall thereby disqualify himself, or herself—

- (a) From holding a commission or warrant in the high school cadets brigade.
- (b) From holding any position, either elective or appointive, on any school publication.
- (c) From representing his school on any team in competitive athletics, rifle matches, interscholastic debates, or dramatic performances.
- (d) From being certified as eligible to stand for election to any class office.
- (e) From holding any position in a high-school bank.
- (f) From holding any office in any organization, club, or activity which comes under the direction of the school.
- (g) From receiving any form of honors other than those awarded for scholarship attainments.
- (h) From holding any position as representative of his school.

5. That, after September 1, 1921, and at the beginning of each semester or more frequently, if required, each pupil in a junior high or high school shall be required to furnish the principal of the school with a signed statement, countersigned by one of his or her parents or his or her guardian, indicating the associations, organizations, fraternity, or sorority of which he or she is a member.

It is not the purpose of this regulation to debar a pupil from securing a high-school education but it is the intention of the above provisions to exclude from representative honors pupils who continue to be members of organizations which exist contrary to the regulations of the Board of Education.

*Amendment to Rule 4, page 4.*—The provisions of rule 4 shall not apply to members of the senior class in good standing of the school year beginning September, 1921, even though they were on or before May 1, 1921, members of an organization not approved by the school authorities.

On September 19, 1921, the superintendent issued a printed statement for distribution to parents incorporating those portions of the report adopted on June 1 relating to the board's position toward fraternities and sororities, and to the proposed methods of enforcing supervision of such organizations.

In addition the superintendent issued the following circular of information to those high-school organizations desiring official approval.

*Information to be Required of Certain Associations, Organizations, Clubs, Fraternities, and Sororities.*

The report on fraternities adopted by the Board of Education on June 1, 1921, provides:

"That an association, organization, club, fraternity, or sorority which now enrolls in its membership pupils of a junior high or high school shall submit to the superintendent of schools such information as he may require regarding its constitution, by-laws, membership, eligibility requirements for membership, time and place of meetings, programs of meetings, and any necessary information as a basis for the superintendent's approval or disapproval of said organizations."

## FORM OF REPORT.

Accordingly, the superintendent directs that said organization shall report on the following topics and in the form prescribed below:

1. Name of organization.
2. Purpose of organization.
3. Secret or nonsecret meetings.
4. Local or national in scope.
5. Number of members in local branch.
6. Names of high-school members in local branch.
7. Membership limited or unlimited.
8. Membership obtained by application or invitation.
9. Election to membership by secret ballot, open ballot, or other method.
10. Vote necessary to elect.
11. Qualifications for membership.
12. Are members required to take a pledge?
13. Is pledge secret or nonsecret?
14. If secret, does it bind members to support one another against non-members?
15. Does local organization maintain clubrooms? Where?
16. Location of meeting place.
17. Time of meeting.
18. Is organization willing to consent to supervision by a teacher designated by the superintendent of schools?
19. A certified copy of the constitution and by-laws.

The report shall be signed by the president and secretary and acknowledged before a notary public in the following form:

*Acknowledgment.*

The foregoing certificate was, before me, acknowledged as the act and deed of \_\_\_\_\_  
president, and \_\_\_\_\_  
secretary of \_\_\_\_\_ on this  
day of \_\_\_\_\_ 192\_\_\_\_\_.  
\_\_\_\_\_  
\_\_\_\_\_,

*Notary Public.*

## FRATERNITIES AND SORORITIES APPLY FOR APPROVAL.

Several fraternities and sororities applied for official approval, offering to modify their procedure and organization in several respects. All, however, desired to retain their status as fraternities and sororities. After reviewing at length the reports submitted,

and following an inquiry into the status of high-school fraternities and sororities in the several States and the largest cities, the superintendent issued the following statement covering his conclusions:

*Conclusion Reached by the Superintendent of Schools Regarding Fraternities and Sororities in the High Schools of the District of Columbia.*

After very careful and lengthy consideration of the question of approving fraternities and sororities under the regulations adopted by the Board of Education on June 1, 1921, the superintendent of schools has reached the conclusions contained in the following statement which is being sent to all chapters of fraternities and sororities in the District of Columbia which have sought official approval.

In taking its recent action on fraternities and sororities the Board of Education did not contemplate that any fraternities or sororities as such could be approved by the superintendent of schools.

The Board of Education and the school officials believe that fraternities and sororities inherently possess certain characteristics which make it possible for the superintendent of schools to approve them under the rules adopted by the Board of Education on June 1, 1921.

Several fraternities and sororities seeking approval have materially modified their by-laws and methods of procedure. While the modifications make these organizations less objectionable than formerly, nevertheless, these changes leave such organizations as chapters of national fraternities. The extent to which these local chapters would be allowed if approved by the superintendent to carry on their activities in accordance with the spirit of the revised by-laws without direction or interference from the national organization, is a question which only time could answer.

Some significant facts have been brought to light as a result of the superintendent's inquiry about high-school fraternities elsewhere. State superintendents of schools and city superintendents are as a rule vigorously opposed to high-school fraternities and sororities. Not a single superintendent has been found who is in favor of high-school fraternities or sororities. Of the 26 States from which information has been secured to date 10 have passed laws forbidding the existence of high-school fraternities and sororities. Nevertheless, high-school fraternities and sororities now exist in 5 of these 10 States in violation of State laws. In addition, fraternities and sororities also exist where the rules of the Board of Education now forbid their existence.

The superintendent believes that membership on the part of high-school pupils in any unlawful organization is clearly inimical to the inculcation in high-school boys and girls of proper respect for law and for duly constituted authority. Accordingly, the superintendent will not approve any chapter of a high-school fraternity or sorority as long as any branch or chapter of a fraternity exists clandestinely or openly in violation of the law or in opposition to duly constituted authority.

Moreover, the superintendent believes that no organization should be approved that is not controlled and directed by persons who are members of the public-school system. The Board of Education does not have, and does not desire to exercise, control over members of organizations who are not public-school pupils.

If fraternities and sororities desire to be approved they must divest themselves of those distinguishing features of such organizations, so that, if

approved, neither the public nor the student body will consider that the Board of Education has indorsed or approved fraternities or sororities as such.

Two ways appear to be open to fraternities and sororities that desire the approval of the public-school authorities of the District of Columbia. The first is complete withdrawal of all local chapters from affiliation with any national high-school fraternity or sorority, their entire reorganization in accordance with the rules of the Board of Education, and their supervision by school authorities. The other way involves a complete reorganization of the national fraternities and sororities themselves until they and their chapters in various parts of the country meet with the approval of the school authorities wherever such chapters exist.

#### APPROVED HIGH-SCHOOL ORGANIZATIONS.

The superintendent has approved the following organizations of high-school pupils and has assigned a committee of members of the faculty to supervise each:

#### LIST OF APPROVED ORGANIZATIONS.

##### BUSINESS HIGH SCHOOL.

Am'keco Friendship Club.	Glee Club.
Athletic Teams.	Orchestra.
Balance Sheet Staff.	Osiris Society.
Daniel Webster Club.	School Publications.
Girls' Rifle Team.	

##### CENTRAL HIGH SCHOOL.

Adelphian Club.	Dramatic Association.
Alif-Ra-Ta Club.	Girls' Chorus.
Architectural Club.	Girls' Rifle Club.
Athletic Association.	Orchestra.
Bon Secour Friendship Club.	Radio Club.
Boys' Glee Club.	Sketch Club.
Boys' Rifle Club.	Undergraduate "C" Club.
Blue and White Society.	Washington High School Press Club.
"C" Club.	Winchester Junior Rifle Corps—Unit
Debating Society.	1498.

##### EASTERN HIGH SCHOOL.

Athletic Association.	Glee Club.
Company F Club.	Merrill Girls' Club.
Dramatics.	Nina Friendship Club.
E. H. S. Rifle Club (boys and girls).	Senior Friendship Club.
Fidelis Friendship Club.	Staffs of Publications.
Girls "E" Club.	

##### M'KINLEY MANUAL TRAINING SCHOOL.

Dramatic Association.	Junior Red Cross.
Friendship Club of McKinley.	Orchestra.
French Club.	Rifle Club.
General Organization.	"T" Club.
Girls' Athletics.	Tech Agora.
Girls' Emblem Club.	Tech Life.
Glee Club.	Tech Opera Club.
Wireless Club.	Tech Social Service Club.

## WESTERN HIGH SCHOOL.

Athletic Association.	"En Avant."
Bonnes Petites Diables.	Soangetaha Friendship Club.
Boys' and Girls' Rifle Club.	Spanish Club.
Campfire Girls' Club.	V. A. E.
Civic Association of W. H. S.	"W" Club.
Debating Society.	Wireless Club.
Dramatic Association.	

## ARMSTRONG HIGH SCHOOL.

Aero Club.	Letter Club (boys).
Athletic Association.	Letter Club (girls).
Debating Society.	Modern Language Club.
Dramatic Association.	Rifle Team.
Glee Club (boys).	Staff of "Spark"—"Annual."
Glee Club (girls).	Wireless Club.

## DUNBAR HIGH SCHOOL.

Athletic Association.	Rex Cub.
Fleur-de-lis Club.	

## SHAW JUNIOR HIGH SCHOOL.

Boys' Athletic Association.	Girls' Glee Club.
Boys' Glee Club.	Orchestra.
Civics Club.	Science Club.
Dramatic Club.	Social Service Club.
French Club.	Spanish Club.
Girls' Athletic Association.	

## FINAL LETTERS TO PARENTS.

During the year 1921-22 many high-school boys and girls resigned from those organizations which had not been approved. Some fraternities and sororities, however, continue to oppose the authority of the board by inviting into membership other boys and girls. In order that parents might be fully informed regarding the present and future plans of the board regarding fraternities and sororities, the following letter was sent to parents whose son or daughter had reported as belonging to a fraternity or sorority:

## MEMORANDUM TO PARENTS.

I am directed by the Board of Education to send to the parents of each pupil in the high schools who is now a member of an unapproved organization the following statement:

It has been brought to my attention that your daughter is a member of a sorority, although I understand that you have been advised that membership on her part in a sorority or an unapproved organization is forbidden by a rule of the board. The rule of the board referred to is as follows:

"That after June 1, 1921, membership on the part of any junior high or high school pupil in any association, organization, club, fraternity, or sorority which has not been approved by the superintendent of schools is forbidden."

I regret to learn of this apparent unwillingness on the part of any pupil to cooperate with the Board of Education in appropriately controlling the activities of boys and girls in our high schools. The school authorities are responsible for inculcating in boys and girls the proper respect for law and duly constituted authority, not only while they are in school but in preparation for becoming good citizens. It is difficult for the Board of Education to believe that you would advise or permit your daughter to join a sorority when such membership on her part constitutes an open violation of the law of the Board of Education.

As the executive officer of the Board of Education I feel that I should take this opportunity to advise you that the present rules of the board will be strictly enforced by the officers of the board and that I am sure that the Board of Education will take such further steps during the coming years as it may deem necessary to control the membership of high-school pupils in organizations that are not worthy of the approval of the superintendent of schools.

Announcement has already been made that resignations from fraternities, sororities, and other unapproved organizations will not be accepted by the superintendent of schools after June 30, 1922, as a means by which such pupils may remove themselves from the effect of the rules governing membership in such organizations. The board advises you of its position at this time with the hope that you will cooperate with the board to the extent of advising your daughter to resign from the sorority before June 30, 1922.

FRANK W. BALLOU,  
*Superintendent of Schools.*

The parents of several boys and girls caused them to resign at once. In other cases the pupils themselves offered their resignations. During the school year 1921-22, the number of resignations from unapproved organizations by schools was as follows:

School.	Number of resignations.
Business High School-----	1
Central High School-----	79
Eastern High School-----	20
McKinley Manual Training School-----	12
Western High School-----	39
Total-----	151

It is the plan of the school officials to promote the organization of such clubs and associations of pupils as are necessary or desirable to develop the social side of the pupil and the school. There will be no need in our high schools for any organizations that do not have the official approval of the superintendent of schools. The patrons of the public schools are invited to cooperate with the Board of Education in the improvement of the social life of high-school pupils.

#### 13. BRANCHES OF PUBLIC LIBRARY IN SCHOOL BUILDINGS.

To the end that the Public Library might the better serve the public and particularly the public-school pupils, the librarian of the Public Library and the superintendent of schools prepared and

submitted to their respective boards the following report. This report was approved by the Board of Education on January 18, 1922. It has also been approved by the board of library trustees.

#### BRANCH LIBRARIES IN PUBLIC-SCHOOL BUILDINGS.

##### REPORT TO THE BOARD OF EDUCATION AND THE BOARD OF LIBRARY TRUSTEES.

*The policy of the Board of Education.*—The Board of Education desires to cooperate with every department or agency of the municipal government in the furtherance of its plans. As citizens of the District, interested in its general improvement, the Board of Education would naturally look with favor on assisting the library trustees in the development of a comprehensive plan for extending library facilities.

The Board of Education is also directly concerned with the development of such increased library facilities because of the direct service which they will render the public school children. The Board of Education, therefore, cordially approaches the consideration of the subject of branch libraries in schools because of its belief that a library may be a large factor in the education of the pupils of the public schools.

*The policy of the board of library trustees.*—The board of library trustees, having the direction of the Public Library, which the act of Congress creating it declares to be a "supplement of the public educational system" of the District, conceives the functions of the Public Library to include not only the supplying of educational facilities to the entire population when they leave school, but also the supplying of books, pamphlets, magazines, and pictures, and skilled help in the selection and judicious use of such material to the entire school population. This service the board of library trustees desires to render not only in and from the central library and one branch as at present, but also through a system of branch libraries, including separate branch libraries, and branch libraries, subbranches and stations in the public schools.

*Separate branch libraries* are proposed approximately as follows:

1. Takoma Park branch, Takoma Park, already established.
2. Southeastern branch, Seventh and D Streets SE., to be erected immediately.
3. Columbia Heights, Columbia Road, near Sixteenth Street NW.
4. Northeastern, H and Seventh Streets NE.
5. Southwestern, H and Four-and-a-half Streets SW. (Problematical—branch in proposed Jefferson Junior High School may serve need.)
6. Georgetown, Wisconsin Avenue and P Street NW.
7. Dupont Circle.

*Branch libraries in public schools* are proposed of three types: (1) 10 branches (7 to 12 hours of daily service); (2) 9 subbranches (21 hours or more weekly service); (3) 8 stations (4 hours or more weekly service); to be located approximately as follows:

Congress Heights—Subbranch.

Van Buren—Branch (unless junior high school is provided in Anacostia).

Birney (colored)—Station.

Benning—Station.

Deanwood (colored)—Station.

Junior High (old Eastern High School)—Subbranch. Problematical; to serve school only.

New Eastern High—Branch.

Ludlow—Branch; temporary.

Blow—Station. Problematical; if school becomes colored.

Crummell (colored)—Station. If required by growth in population.

Burroughs—Subbranch. } Alternating service with Brookland. If junior high  
Brookland—Subbranch. } school is located in this district a branch there  
would replace these two subbranches.

Eckington Junior High—Branch.

Shaw Junior High (colored)—Branch.

Columbia Junior High—Subbranch. To serve school only.

Junior High in vicinity of Phelps, Garnet, Patterson (colored)—Branch.

Iowa Avenue Junior High—Branch.

Powell Junior High—Subbranch. To serve community until Mount Pleasant  
branch is erected; then school only.

E. V. Brown—Branch.

Reno (colored)—Station.

Tenley—Subbranch. } Alternating service with Eaton.  
Eaton—Subbranch. }

Hyde—Branch. Temporary until Georgetown branch is erected.

Stevens (colored)—Branch.

Grant—Station.

Jefferson Junior High—Subbranch. To serve southwest white community until  
demand justifies erection of branch in separate building; then school only.

Randall—Cardozo (colored)—Station.—To serve southwest colored population  
until southwestern branch is erected.

*Procedure in the establishment of branch libraries.*—1. When the Board of Education plans a new building, or the enlargement of an old building, it shall consider the desirability of making provision for a school branch library. Its conclusion should be based upon the location of the new school building in relation to the program for branch libraries in schools proposed by the library trustees.

2. If the Board of Education decides to include provision for school branch library, the board shall indicate to the library trustees the location, size of room, and other proposed facilities for such advice and suggestions as the library trustees may care to offer. If the Board of Education decides not to include provision for a school branch library, the board shall so inform the library trustees.

3. Nothing indicated under paragraphs 1 and 2 above shall be understood as precluding the expectation that either board may at any time invite the attention of the other board to the consideration of any subject in connection with the establishment of branch libraries in the schools.

4. Plans for the permanent equipment of the room shall be prepared as are other plans for schools and in addition after consultation with the public librarian.

*Equipment of branch libraries in the schools.*—1. The Board of Education shall provide for all physical equipment for the library, which is a permanent part of the room, such as built-in shelves, closets, toilet facilities, cloak rooms, etc.

2. The board of library trustees shall furnish and be responsible for all movable equipment such as tables, chairs, desks, map and periodical cases.

3. The board of library trustees shall also furnish and be responsible for all books, pamphlets, periodicals, maps, technical library supplies, including typewriters, when needed.

*Maintenance.*—1. The Board of Education shall furnish and pay for heat, light, soap, towels, janitor service, and telephone service for the branch libraries in the schools. Such janitor service shall cover days when schools are not in session and be paid for in accordance with regulations to be established by the Board of Education governing such service.

2. The board of library trustees shall furnish and pay for all professional library service in the branch school libraries, including transportation of books and all library supplies.

*Administration of branch libraries in the schools.*—1. In all matters concerning the professional conduct of the branch school libraries, the library staff shall be considered a part of the staff of the Public Library and all appointments and transfers shall be made by the public librarian.

2. In all matters concerning the heating, ventilating, care of rooms, and, in general, the physical side of the school branch library the library staff shall be considered a part of the school organization. In the above matters the principal of the school shall have the same jurisdiction over the librarian of the branch library that she has over teachers. The relation of the library staff to the janitor shall be through the principal of the building in all cases when the principal is in the building. In the absence of the principal, the janitor shall serve under the direction of the branch librarian.

3. All questions that arise relating to the administration of the school libraries shall be handled by the public librarian and the superintendent of schools, subject to instructions from their respective boards.

4. The schedule of hours of opening any branch shall be by agreement between the public librarian and the superintendent of schools.

5. The regulations made by the Public Library for the use of branch libraries in public schools by the public-school pupils shall be subject to the approval of the superintendent of schools.

#### 14. RULES AND REGULATIONS GOVERNING OUTSIDE USE OF SCHOOL BUILDINGS.

During the past year three important changes have been made in the rules and regulations of the community center department. When, in 1917, the community center department of the public schools was established by the Board of Education, there was no precedent for its guidance and it was thought that a period of five years would be necessary for working out even the fundamental problems of organization and execution. The scheme of organization formulated at that time was the creation in each community of a new all-inclusive organization, designated the community association, and the ignoring of two very important bodies already existing in the communities, namely, the citizens' associations and the parent-teacher organizations. This plan was not without justification, as it was based on the belief that the responsible body for the conduct of the community center should include both men and women and that it should not require elected membership nor the payment of dues. But even at that time there were two exceptions, as at Park View and Petworth Community Centers the citizens' associations and the community associations were practically identical.

The plan formulated in 1917 also included the election of a community secretary, the privilege of voting being open to all adults within certain boundaries, with the understanding that the Board of Education would confirm the election and appoint the successful candidate.

The initial rules and regulations also created an extremely loose relation between the community association and the community secretary on the one side, and the school officials and Board of Education on the other, without definite statement of the rights and duties of either in relation to the use of publicly owned buildings, except the provision that the Board of Education should not control the activities conducted therein except in so far as they interfered with regular school activities.

While it is necessary, in order that the community center department may meet the greatly varied and changing needs of the communities, that the rules and regulations for organization and government be broad and flexible, it was evident long before the five-year period was ended that there were three fundamental defects in the organization. The most pronounced faults were those connected with the community associations, the method of selecting the community secretary, and the relation of the community in its use of the school to the school officials and the Board of Education—the body charged by Congress with the responsibility for the use of the school property.

It was to correct these defects that the new rules and regulations were drafted during the past year. No new community-wide organization was attempted, but the responsibility and interest of the two leading civic organizations—the citizens' association, having upon it the welfare of the entire community, and the parent-teacher organization, especially concerned with the school in its relation to the child and the home—are enlisted by representation of these organizations on a committee having an advisory relation to the community secretary.

Since the creation of the community center department the position of community secretary (or its equivalent in duties) has become a recognized office in social work and now ranks as a highly specialized profession. Experience has demonstrated that while it is possible to secure the services of a suitable person by means of a community-wide election, the chances of failing to secure a properly equipped secretary by this method are many. An improperly equipped person—that is, one without the general and special education and special qualifications necessary—practically foredooms a community center to failure. Therefore, it seemed the better course to intrust the selection of the community center executives to an expert in community organization, their recommendation being ap-

proved by the superintendent of schools and appointment being made by the Board of Education, the latter acting as the representative of the entire community on all matters relating to the use of school buildings.

Since the establishment of the community center department in 1917 it has been necessary for the general director of the department and the Board of Education to discriminate as to the organizations using the buildings and to control the activities conducted in them in order to guard these publicly owned buildings from improper social and civic use and from use for private gain. The new rules and regulations legalize this necessary guardianship.

Briefly, the adoption of the new rules and regulations by the Board of Education is the stamp of its approval of the policy which has grown up as the result of five years' experience in community center work as an integral part of the District of Columbia public schools. The new rules follow:

#### RULES.

(Approved by the Board of Education on January 10, 1922.)

1. The Board of Education may designate public-school buildings and grounds as community centers for civic, educational, social, and recreational activities, such activities to be under the direction of the superintendent of public schools, the general director of community centers being charged under his direction with the responsibility as agent of the Board of Education for these uses of public-school buildings.

2. The Board of Education may grant the use of public-school buildings and grounds to responsible organizations for civic, educational, and social activities. Such use will be granted under regulations designed to guard the schools from sectarian uses, from uses tending to create unrest and acrimonious discussion in the community, and from teachings contrary to the spirit of our American institutions.

3. The use of school facilities will not be granted to any organization for any purposes which will result in a financial profit accruing to the organization to which such school facilities have been granted.

4. Under the direction of the superintendent of schools, the general director for community centers shall be charged with the responsibility, as the agent of the Board of Education, for the general control and direction of all activities for which the use of school facilities is granted. This direction shall be in accordance with the regulations which shall be set forth from time to time by action of the Board of Education.

#### REGULATIONS.

Each community center shall be in charge of a community or executive secretary who shall be appointed by the Board of Education on the recommendation of the general director and the approval of the superintendent of schools; and in the case of colored executive secretaries upon the additional recommendation of the colored assistant superintendent. These secretaries shall be directly responsible to the general director.

No person shall be eligible to the position of community or executive secretary who can not give evidence of academic education and experience in executive community work satisfactory to the superintendent of schools.

Each community secretary shall be assisted by an advisory committee which should consist of one person from each citizens' association of the community, one person from each parent-teacher organization of the community, the principal of the school used as the community center, and two other members at large elected by the community.

The advisory committees for the Central high community center and the Dunbar high community center shall consist of the chairman of the local advisory committees with the following additional members: The superintendent of schools, on the recommendation of the general director, shall appoint six additional members to the Central high community center advisory committee and two additional members to the Dunbar high community center advisory committee.

The advisory committee for the Central high community center and the advisory committee for the Dunbar high community center shall together form an advisory body to the general director to be known as the community center council, subject to the call of the general director.

Admission fees and club dues and donations to cover expenses not met through public appropriation may be authorized by the general director. The community or executive secretary, under the direction of the general director, shall be responsible for the supervision and control of the receipts and expenditures of the private funds of the community center. The general director shall specify a uniform method of records and accounting for all funds.

Payment for janitor service for special community use of public-school facilities granted under the rules of the Board of Education to outside organizations shall be supervised and controlled by the general director.

These rules and regulations are to take the place of all other rules and regulations.

#### 15. CHANGES IN REQUIREMENTS FOR GRADUATION FROM HIGH SCHOOLS.

The requirements for graduation from the Washington high schools were given further consideration this year. The fifth formal meeting of the high-school principals, on April 24, 1922, was devoted to this subject. After two hours of discussion, the meeting adjourned to meet two days later. The discussion at these meetings revealed much variation in requirements and practices in the different high schools. The following schedule of required subjects, agreed on at this meeting, is an extension and clarification of the changed requirements adopted last year. This schedule of required subjects was approved by the board at its meeting on May 17.

Subject,	Number of years.	Number of periods per week.	Credits.
English.....	4	5	8
Foreign language.....	2	5	4
Mathematics.....	1	5	2
Science.....	1	7	2
Physics.			
Chemistry.			
Biology.			
American history.....	1	5	2
Physical training (includes military drill).....	4	2	1
Music.....	4	1	1
Drawing.....	2	1	1
		31	20

This schedule differs from the former course of study in requiring two years of a foreign language in every case, and in substituting United States history for the requirement of one year of ancient history.

**16. CONFERENCE OF REPRESENTATIVES OF CIVIC AND TRADE ORGANIZATIONS WITH THE BOARD OF EDUCATION.**

On May 3 the Board of Education authorized the superintendent to invite representatives of local civic and trade organizations into conference with the board for a consideration of school improvements in anticipation of the preparation of the school budget for 1924. At this conference, which was held on May 10, nearly 60 organizations were represented, more than 30 submitting written statements of needs. The superintendent discussed the school-building program and the amount of relief afforded by the current appropriations. Mr. Lloyd spoke briefly of the status of the teachers' salary bill. About 30 of the delegates made short talks on the needs of their several communities. The success of this meeting further demonstrates the desirability of this type of conference, which was inaugurated last year.

**17. RULES RELATING TO WORK OF HEADS OF DEPARTMENTS IN HIGH SCHOOLS.**

The organic act of 1906 provides for eight heads of departments in the high schools for white pupils and for four heads of departments in the high schools for colored pupils. The appropriations act of the fiscal year 1919 increased the number in the colored high schools from four to six.

Each head of department supervises his subject in the several associated high schools. This plan for the unification of the work in the high-school subjects differs from the general practice throughout the country. Generally, the work of a head of department is confined to the work of a single high school, and the desirable unification of the work is secured through the cooperation of the heads, through the principals of high schools, and more directly through a single supervisory officer who supervises a subject or the whole system of secondary schools.

It appears to be the consensus of opinion that the system in Washington has not worked out wholly satisfactorily. Whether it is due to the system itself or to the regulations governing the work of heads of departments is not so evident. Much attention was given during the past year to the work of heads of departments with a view of giving the plan a fair trial. If it should appear, after a fair trial, that the system is wrong, legislation should be secured in order that the work which heads of departments are supposed to do may be done effectively.

Several conferences have been held. The first was a conference with the superintendent and the heads of departments devoted to an intimate discussion of their work. Later the matter was discussed informally with the high-school principals. On February 27 the third formal meeting of the high-school principals was devoted to this subject. A second conference of the same character was held later. Following the working out of tentative rules governing the work of heads of departments, a conference was held with the heads themselves, when the rules were formally agreed to. The rules as worked out were formally adopted by the Board of Education on June 21. They are as follows:

RULE GOVERNING DUTIES OF HEADS OF DEPARTMENTS.

10. (a) The work of the heads of departments shall be so organized and carried on as to provide for:

(1) Unification and adaptation of the work in the several high and junior high schools in the subject supervised, through visitation, dissemination of helpful suggestions, criticism of methods of teaching, and conferences with teachers and principals, to the end that larger unity and increased general effectiveness shall be given to the instruction.

(2) Expert advice in this subject to the teachers, to the principals, and to administrative officers.

(3) Improvement of the courses of study through bringing to the attention of teachers and school officers the best that is being done in other cities.

(4) Outline, limitation, and content of subject supervised, by semesters.

(5) Consultation with the principals of schools in an advisory capacity on the rating of teachers within his department.

(b) Heads of departments shall be immediately responsible to the assistant superintendents and finally to the superintendent of schools and shall perform such duties in connection with their work as heads of departments, and in such manner as the superintendent of schools may prescribe.

(c) The heads of departments are primarily generally supervisory officers, and all assignments to them of teaching and other duties by the principal of the high school in which the head of department may be located are subject to the approval of the superintendent of schools.

The heads of departments have been asked to consider and report on a program of procedure which shall be as uniformly carried out as the nature of the individual work and conditions will permit. They are to report on the following topics:

1. Meetings of heads of departments for helpfulness to one another.
2. Systematic plan for visiting of teachers—probationary and permanent.
3. General meetings of each head with teachers of his department.
4. Written reports to teachers visited, to principals, and to the superintendent.

The high school and junior high school principals have been asked to hold conferences with the heads of departments for the consideration of the following topics, which cover aspects of high-school procedure over which both the principals and heads of departments exercise functions:

1. Regular meetings of heads with principals for discussion of common problems.

2. Conferences with principals following visiting by head of department, and especially the method of conveying to the teacher the suggestions and criticisms by the head of department covering her work.

3. Examinations and tests which the head may want to give pupils.

#### 18. MILK AND CRACKER LUNCHES.

In his last annual report the superintendent devoted a section to the consideration of "The Physical Welfare of Pupils." He discussed instruction in hygiene and also the work of discovering and correcting physical defects of pupils.

During the past school year milk and cracker lunches have been introduced into a large number of our elementary schools. These lunches consist of a half pint of milk in a bottle and crackers. The milk is drawn from the bottle by means of a straw served with the lunch to each pupil. The lunch is served at the time of the morning recess, about 10.30 in the morning. It is the general opinion of all those associated with this undertaking that pupils have profited greatly by this innovation.

These lunches have been served without any additional expense to the school system. The milk is purchased by the teachers at reduced cost from the dealers and is sold to the children at cost. The principals and teachers have made all of the business arrangements with milk dealers for the milk. They have served it to the pupils. While much credit is due to the teachers for the enthusiasm and effectiveness with which they have assumed this added responsibility, much credit is also due to the milk dealers, who have exercised every effort to meet the conditions attendant upon the satisfactory serving of milk in the school buildings.

The following tabulation gives detailed statistical information concerning the milk and cracker lunches:

*Report on milk and cracker lunches in the public schools.*

Division.	Enroll- ment.	Number of schools serving milk and crackers.	Number of schools serving milk only.	Number of schools not serving milk or crackers.	Total number of schools.	Number half pints served daily.	Number of pupils weighed and meas- ured.
First.....	5,252	7	5	3	15	2,077	2,084
Franklin-Thomson.....	656	1	0	0	1	100	42
Third.....	7,797	5	2	7	14	1,460	3,098
Special activities.....	633	0	2	9	11	46	100
Fifth.....	6,231	9	3	3	15	2,091	2,353
Sixth.....	3,532	9	0	2	11	1,725	679
Seventh.....	3,696	7	0	1	8	1,454	3,061
Eighth.....	3,484	8	0	0	8	1,721	1,360
Ninth.....	3,974	9	0	2	11	1,268	1,777
Tenth.....	4,828	4	0	8	12	200	691
Eleventh.....	4,811	4	0	5	9	317	822
Twelfth.....	1,557	2	0	5	7	460	624
Thirteenth.....	5,232	8	0	5	13	387	971
Wilson Normal practice.....	360	1	0	0	1	228	300
Miner Normal.....	298	1	0	0	1	100	208
<b>Total.....</b>	<b>52,251</b>	<b>75</b>	<b>12</b>	<b>50</b>	<b>137</b>	<b>13,634</b>	<b>13,370</b>

**19. STANDARDIZATION OF NIGHT-SCHOOL WORK.**

The special committee on coordination of night and day schools met weekly in Mr. Patterson's office, prepared plans, and at the same time completed definite courses of study for night schools, high and elementary, and for the Americanization work, day and night. These plans and courses were subsequently approved by school officers and finally by the superintendent.

The instruction approved covers essentially the same ground as the required work in the day schools, but is simplified and adapted to meet the immediate needs of ambitious night students who are otherwise employed in the day.

Students are admitted to night high school—

1. Who have previously attended day or night high school.
2. Who have been regularly promoted to high school from a day or evening elementary school.
3. Who are recommended by principals of day or evening schools.

A diploma awarded to a graduate of a night high school, while not fully the equivalent of graduation from a day high school, is a worthy testimonial of merit. Twenty-four semester credits are required for graduation. Each credit represents an hour's work per school night for one semester of 15 or more weeks. Students have the choice of studies along several major lines, but at least two years of English and one of American history or civics are necessary.

Advance credit may be allowed for work elsewhere, but at least one full year must be spent in District of Columbia schools.

Night work will be available for pupils desiring credits, 3 full hours of 60 minutes each for three nights per week, two semesters per year.

**20. LEGAL SUIT OF GRACE COLEMAN.<sup>1</sup>**

On September 15, 1920, Grace Coleman was appointed by the Board of Education a probationary teacher, class 6-A, and assigned to Dunbar High School, conditioned upon her passing a satisfactory physical examination by the Health Department of the District of Columbia.

The medical inspectors found her suffering from curvature of the spine with resulting deformity of the chest and other infirmities.

The health officer, on the strength of such findings, was of the opinion that she was not qualified to perform the duties of a teacher.

Acting on this recommendation, the superintendent, on September 21, 1920, issued an order rescinding Miss Coleman's appointment as

<sup>1</sup> At the invitation of the superintendent of schools, this memorandum on the case was prepared by Mr. William L. Houston, attorney at law, and a member of the Board of Education.

a probationary teacher, and on October 6, following, the Board of Education ratified the superintendent's action.

Miss Coleman thereupon filed a suit in the Supreme Court against the District of Columbia for \$1,680, the salary she would have earned under the probationary appointment.

Judgment was given against her, whereupon she took the case to the Court of Appeals, which tribunal held that under rules 22 and 29 the board has the right to require a physical examination; that Miss Coleman did not comply with the condition upon which the position was tendered her and that therefore the Board of Education was warranted in revoking the appointment.

This appointment of the board operated as an offer which, never being accepted by Miss Coleman within the terms thereof, did not ripen into a contract upon which she could recover the salary sued for.

Further, as to Miss Coleman's point that the board, as a matter of practice, did not require physical examination of probationary teachers, it may be answered that, as trustees in charge of the public-school system for the benefit of the District, no prior neglect of duty on the part of the board—assuming such—could prejudice its powers as trustee in the instant case and it was within its authority, under rules 22 and 29, to order Miss Coleman to submit to a physical examination regardless of the previous practice.

#### 21. PROFESSIONAL MEETINGS FOR TEACHERS.

It has long been the practice in Washington for teachers to contribute toward a fund for the use of a committee on teachers' institutes to procure speakers for teachers' institutes. The following meetings were held during the past year. Each address was given twice, once at Central High School for teachers of divisions 1 to 9 and again at Dunbar High School for teachers in divisions 10 to 13.

January 20, 1922:

The burden of elementary education, Dr. John W. Withers, dean of the School of Education, New York University.

Health teaching in the public schools, Mrs. Ira Couch Wood, director of Elizabeth McCormick Fund, Chicago.

The ministry of literature, Dr. C. Alphonso Smith, head of the department of English, United States Naval Academy.

February 27, 1922:

The morale of the school, Dr. William T. Foster, former president of Reed College, now director of Pollak Foundation of Economic Research.

In addition to the above, the kindergarten and primary teachers of divisions 1 to 9 listened to an address at the Wilson Normal School on March 24, 1922, by Miss Agnes L. Rogers on "Educational Tests for Children from Five to Eight Years of Age."

The superintendent addressed the teachers in divisions 10 to 13 on May 4, 1922, on "Educational Tests and Measurements" at Dunbar High School.

## 22. PARENT-TEACHER ASSOCIATIONS.

The success of the school depends not only upon what goes on in the classroom but also upon the proper support of patrons and citizens. If the children who attend school are encouraged in their work by their parents, the efforts of the teachers are more fruitful. If, on the contrary, the parent finds fault with and criticizes the school, the teacher, and the principal in the presence of the children, the attitude of the children toward the work of the school will not be conducive to the best results.

Many of the difficulties between parents and teachers which arise during the year are due to misinformation or misunderstanding. The pupils constitute the chief source of information for the parents. In many cases, of course, they do not correctly or completely present the facts, and the parents are misled. On the other hand, teachers and school officers sometimes fail to make their instructions clear to the children, and the children are misinformed. The importance of a common understanding on the part of the parents and teachers concerning the work of the school is obvious.

To promote proper understanding among parents and teachers the parent-teacher associations and home and school associations have been established. These associations render indispensable assistance in furthering educational plans of the school authorities. The parent-teacher associations in Washington are numerous and are rendering important service. The superintendent desires to express his appreciation of the cooperation of these associations. During the past two years it has been his privilege and pleasure to meet with many of them. It seems appropriate and fitting, therefore, that the superintendent should close this section of his annual report with this expression of appreciation and with a list of the active parent-teacher associations of the District of Columbia.

*List of active parent-teacher associations or home and school associations in the public schools.*

### DIVISIONS I TO IX.

Organization.	Officer.
Adams Mothers' Club.....	Mrs. A. O. Clephane, 1619 R Street NW.
Carbery Parent-Teacher Association.....	Mrs. C. O. Duvall, 632 D Street NE.
Cleveland Parent-Teacher Association.....	Miss Helen D. Wise, 1930 Eighteenth Street NW.
Abbot Parent-Teacher Association.....	T. R. Craighill, 3062 Q Street NW.
Blake Parent-Teacher Association.....	Mrs. G. W. Levy, 69 New York Avenue NW.
Bradley Parent-Teacher Association.....	Mrs. John Brown, 213 Linworth Place SW.
Brent Home and School Association.....	Mrs. L. E. Wheeler, Congress Hall.
Brightwood Park Parent-Teacher Association.....	Mrs. H. B. White, 6400 Georgia Avenue NW.
Bryan-Buchanan Parent Teacher Association.....	Mrs. J. P. Facer, 432 Fifteenth Street SE.
Brown, E. V., Home and School Association.....	Mrs. M. B. Stone, Cummings Lane, Chevy Chase, Md.

*List of active parent-teacher associations or home and school associations in the public schools—Continued.*

## DIVISIONS I TO IX—Continued.

Organization.	Officer.
Brookland Parent-Teacher Association.....	Mrs. Ollie M. Frischkorn, 1242 Newton St., N. E.
Eastern High Parent-Teacher Association.....	Mr. Arthur Robb, Eighth Street NE.
Edmonds Mothers' Club.....	Mrs. H. B. Saunders, 900 B Street NE.
Fairbrother Mothers' Club.....	Mrs. G. S. Fraser, 1000 B Street SW.
Franklin-Thomson Home and School Association.....	Mrs. J. J. Massey, The New Berne, Massachusetts Avenue and Twelfth Street NW.
Gage Parent-Teacher Association.....	Mr. Carlton A. Ball, 117 U Street NW.
Hilton Mothers' Club.....	Mrs. M. A. Hayes, 719 A Street NE.
Hilton Parent-Teacher Association.....	Mrs. F. E. Hughes, 201 Eighth Street NE.
Hubbard Home and School Association.....	Mrs. R. A. Baulsir, 3133 Eleventh Street NW.
Jackson Parent-Teacher Association.....	Mrs. L. D. Smoot, 1695 Thirty-first Street NW.
Johnson-Powell Mothers' Club.....	Mrs. Jos. L. Randall, 3146 Nineteenth Street NW.
Columbia Junior High Parent-Teacher Association.....	Frank J. Sabotka, 3219 Ontario Road NW.
Lenox Home and School Association.....	Mrs. B. Grady, 500 G Street SE.
Monroe Home and School Association.....	Mrs. E. A. Hodge, 602 Keefer Place NW.
Peabody Home and School Association.....	Mrs. Alice Manning, 26 Second Street NE.
Park View Home and School Association.....	Mr. John S. Beach, 719 Otis Place.
Petworth Home and School Association.....	Mr. R. S. Hart, 4025 Fifth Street NW.
Wallach-Towers Mothers' Club.....	Mrs. A. B. Seiler, 1010 South Carolina Avenue SE.
West Parent-Teacher Association.....	Mrs. Louis Juilijn, 1437 Madison Street NW.
Western High Home and School Association.....	Mr. David D. Caldwell, 3342 Mount Pleasant Street.

## DIVISIONS X TO XIII.

Cook, John F., Parent-Teacher Association.....	Mr. Johnson E. Gaskin, 442 P Street NW.
Garfield Home and School Association.....	Mrs. Nannie G. Lloyd, Garfield Heights, D. C.
Garnet-Patterson Association.....	Mr. J. R. Coombs, 1923 Thirteenth Street NW.
Lovejoy Parent-Teacher Association.....	Mrs. H. H. Naylor, 812 Twelfth Street NW.
Montgomery Home and School Association.....	Miss Belle S. Pride, Twenty-eighth and P Streets NW.
Randall-Cardozo Home and School Association.....	Miss Emma F. Ellis, 1106 Third Street, S. W.
Reno Home and School Association.....	Miss M. V. Tibbs, 924 T Street, N. W.
Stevens Home and School Association.....	Mrs. N. E. Smith, 1913 Twenty-first Street NW.
Sumner Home and School Association.....	Mrs. H. P. Childs, 1911 L Street, N. W.

## **II. THE NEW SALARY SCHEDULE AND SCHOOL REORGANIZATION LEGISLATION.**

### **HIGHER SALARIES URGENT.**

If any disinterested and qualified educator from outside of Washington were asked to indicate the outstanding needs of the school system of Washington he would undoubtedly name a new salary schedule as one of the most urgent. The salaries of all educational employees of the Board of Education are low compared with the salaries in other cities. They are not high enough to secure the quality of service to which the Nation's Capital is entitled.

### **REORGANIZATION LEGISLATION A NECESSITY.**

A salary schedule is more than legislation fixing the compensation of employees—it is also legislation providing for the organization of the school system. The salary schedule must fix pay for positions, but positions are conceived and created in accordance with one's judgment as to how a school system should be organized and operated.

The legislation fixing the salaries of employees and establishing the plan of organization and administration of the school system of Washington was passed in 1906. Outside of piecemeal legislation in appropriation acts, no supplementary legislation has been passed since that time.

Meanwhile, since 1906, great progress has been made in the theory and practice of educational administration. Junior high schools have been established as an integral part of the school system. The extended use of public-school buildings beyond the traditional five-hour day, both for evening and summer school work and for adult education, recreation, and civic improvement, has been recognized and generally provided for in cities like Washington. Larger units of elementary school organization are generally accepted as financially necessary and educationally desirable. Throughout the country in more recent years there is a marked tendency more nearly to equalize salaries of elementary and high school teachers by establishing salaries on the basis of the qualifications possessed rather than on the grade of work taught. Vocational and prevocational education has been generally established since 1906. All these and many other developments have taken place since the organic school law was passed in 1906. New legislation is now a necessity not only to provide adequate compensation for employees but also to bring up to date the organization and administration of the school system.

For a long time the school officials have felt the urgency of such legislation. Attempts have annually been made in the school budget to secure increased salaries for employees over those established by law. Moreover, the appropriation acts have frequently carried scraps of legislation to meet new situations as they have arisen. This is not a good practice. The salary schedule should be established through legislation and the school estimates for salaries prepared in accordance with that schedule. Moreover, the need of recognizing and establishing by law the many new practices which have necessarily been inaugurated in the school system is equally urgent.

#### WHAT THE NEW LEGISLATION PROVIDES.

Accordingly legislation was introduced into Congress during the past year covering a new salary schedule and providing for some administrative reorganization. This bill provides increased compensation for school employees. It recognizes the junior high school by providing a salary schedule for its teachers. It provides a salary schedule for free or administrative principals of elementary schools with 16 rooms or more. It abolishes session-room pay as a means of compensating principals of elementary schools. It abolishes the classes 1, 2, 3, 4, and 5 into which elementary-school teachers are now grouped. It abolishes the present annual increases in salary which vary in amount, and establishes a uniform increase of \$100 per year for each elementary-school teacher.

This bill provides for the enlargement and reorganization of the boards of examiners in order that they may transact an increasing amount of important business which they must annually do. It authorizes the Board of Education to establish the rank of "annual substitute teachers." It authorizes the board to appoint temporary teachers. It authorizes the Board of Education to establish the compensation of all employees in the community center department, the night schools, the vacation schools, and of all other employees who are paid out of lump-sum appropriations.

#### THE BILL WAS CAREFULLY PREPARED.

The bill originated with a committee of the teachers' council when the teachers' council authorized the appointment of a committee on salary legislation in April, 1921. The teachers' council, representing the officers and teachers, and the Board of Education are collectively responsible for the bill. It is not exclusively the superintendent's bill or the Board of Education's bill or the teachers' bill; rather it is a bill prepared collectively and approved by all.

The bill is not the result of snap judgment or hasty consideration. It has been prepared after long consideration and in accordance

with definite principles. The preparation of the bill began in April, 1921, as has already been stated. At the same time that the committee on salary legislation was appointed the teachers' council also appointed a committee of the council on teachers' salaries in other cities. This committee<sup>1</sup> gathered information on salaries from nearly 50 cities of over 100,000 population and placed it at the disposal of the corresponding committee on salary legislation. In passing, it is interesting to note that this information was considered so valuable that the National Education Association printed it as Bulletin No. 19 for distribution throughout the country in the interest of salary legislation in other cities.

#### BASIS OF ESTABLISHING SCHEDULE.

The proposed salary schedule for Washington was based on the present compensation in Washington and on the schedules received from other cities. Since Washington must compete with other cities for its supply of teachers, it must be prepared to pay as high for their services as other cities pay. If Washington is to have as good teachers and as good teaching as other cities it must pay salaries sufficiently high to secure and retain such teachers. It is on the principle of supply and demand that the new salary schedule is based.

The new proposed schedule will not in any case place Washington at the head of the list of cities paying leading salaries. In general, Washington will stand from one-third or one-fourth the way from the top of such a list. Nevertheless, in view of the comparatively low salaries which Washington now pays, the new schedule will provide a substantially better salary for all educational employees than the present schedule provides.

#### STEPS IN PREPARATION OF BILL.

On recommendation of the superintendent of schools, the teachers' council took the first important step in the preparation of the new salary schedule when in April, 1921, it voted to appoint a committee on salary legislation. The committee<sup>2</sup> gave much consideration to its work, but it did not seem desirable to present a bill to Congress until it had been thoroughly considered. Moreover, the situation in Congress did not seem propitious.

The provisions of the salary schedule as prepared by the committee of the teachers' council were reported to the council at its meeting on June 20, 1921.

<sup>1</sup> NOTE.—The committee of the teachers' council consisted of Dr. E. G. Kimball, chairman, Mr. Harry English, Mr. R. N. Mattingly, Miss Clara Stutz, Miss Nellie Dyson, Miss A. P. Goebel, and Mr. S. W. Madden.

<sup>2</sup> NOTE.—The committee consisted of Mr. Allan Davis, Mr. G. C. Wilkinson, Mrs. D. I. Huff, Mr. S. E. Compton, Miss Adelaide Davis, Mrs. E. K. Draper, Mr. R. A. Gilliom, Miss I. F. O'Neal, Mrs. I. W. Tyler, Dr. H. C. Macatee, and Miss M. A. Carroll.

The general principles according to which the salary schedule was being prepared were discussed by the members of the Board of Education in conference on November 9, 1921, and informally agreed to.

The schedule as prepared by the committee of the teachers' council was considered in a joint meeting of the Board of Education and the teachers' council on December 13, 1921, and thoroughly discussed.

The superintendent explained the schedule at length and in detail at the opening of the meeting. Analysis was also made of the legislative provisions of the bill, especially as they relate to the reorganization of the school system.

Following the presentation by the superintendent each section and item was discussed and formally approved by vote of the council. Each section was approved as presented, with the two following exceptions: (a) The proposed salary of \$3,000 to \$3,500 for junior high-school principals was increased by vote of the council, 27 to 7, to \$3,500 to \$4,000. This increase was later accepted by the Board of Education. (b) Mr. Wilkinson made a motion to amend section 6 of the bill to read: "Substitutes are authorized at a salary equal to the basic salary of class 2, group A, or class 3, group A, in which service is to be performed and qualifications are possessed." Section 6 was adopted as amended.

Following the approval of the salary schedule and the accompanying reorganization legislation the legislation necessary to put the schedule into effect was written. The bill in its completed form was considered by the members of the Board of Education in conferences on January 18 and February 3 and formally approved by the board at its regular meeting on February 9. The superintendent was instructed to have it introduced in both branches of Congress. Also, on the suggestion of the superintendent, the board designated a steering or legislative committee to take charge of the legislation, consisting of two members of the Board of Education, the superintendent and two assistant superintendents, and the president and secretary of the teachers' council.

#### THE BILL IN CONGRESS.

The bill was introduced into the Senate on February 10 by Senator Capper, chairman of the subcommittee on schools of the Senate District Committee. It was introduced into the House on February 11 by Congressman Focht, chairman of the District Committee of the House.

The Senate District Committee held a hearing on the bill on April 3, when by arrangement of the steering committee Mr. Lloyd took charge of the presentation of the case. Mr. Lloyd spoke briefly and introduced the superintendent of schools, who spoke at some

length explaining the details of the bill. By invitation Dr. W. S. Deffenbaugh, of the Bureau of Education, presented evidence regarding salaries in other cities and showed that the salaries in Washington are comparatively low. Mr. S. E. Kramer, Mr. Allan Davis, Mr. Henry H. Glassie, Mr. Paul E. Lesh, Mr. George C. Smith, Mr. William McK. Clayton, and Miss Grace Janney also spoke briefly.

The Senate District Committee reported favorably on the bill in a written report to the Senate on May 5, 1922.

The District Committee of the House scheduled a hearing on April 19, 1922. When the committee assembled it appeared that there was no opposition to the bill and the committee voted unanimously to report the bill favorably without further argument than had already been presented in the records of the Senate committee. The bill was reported favorably to the House on May 11.

#### BILL HAS PUBLIC SUPPORT.

The bill was considered and favorably acted on by many citizens' associations. Such bodies as the board of trade and the chamber of commerce are on record in favor of higher salaries for school employees. The commissioners approved the bill "with some reservations." No opposition has appeared to the bill—not a single body of citizens has taken action against the passage of the bill.

#### ITS PRESENT STATUS.

At the close of schools in June the bill was on the calendar of each branch of Congress. The Senate was considering the tariff and was doing business on legislative day of April 20. Consideration of the tariff was only interrupted by the most urgent national business.

In the House the last District day preceding the temporary adjournment of the House until August 15, when it was hoped this bill might come up, was set aside for other business. There is still possibility that the bill may be considered when the House reassembles, but that is only conjecture.

#### THIS LEGISLATION MUST PASS.

This is the most important school legislation for the District of Columbia that has been presented to Congress in more than 15 years. The public is back of it, the District needs and wants it. The school authorities of the District have been gratified to receive the assistance of public opinion and public support. They appeal not only for support but for active assistance in impressing on Congress the necessity of passing this legislation at the earliest possible opportunity.

### **III. THE SHORTAGE OF SCHOOLHOUSE ACCOMMODATIONS.**

#### **1. WHY PRESENT SCHOOL BUILDINGS ARE INADEQUATE.**

School buildings in Washington are generally overcrowded. Some of them are greatly congested. Some of them are antiquated and should be replaced. Several factors have contributed to create this situation.

##### **THE RESULT OF WAR CONDITIONS.**

During the period of the war Washington experienced an unprecedented increase in population. The school system experienced a corresponding increase in school attendance. During this same period of the war, when school population was increasing so rapidly, schoolhouse construction was largely at a standstill due to war conditions.

##### **AN ACCUMULATION OF FAILURES TO MAKE APPROPRIATIONS.**

But the war was not the only factor. The evidence presented in the superintendent's last annual report clearly shows that "the present shortage of classrooms in both elementary and high schools represents an accumulation of failures from year to year to provide the additional classrooms necessary to take care of increases in enrollment, and to provide the additional educational facilities necessary in a growing and progressive school system." Obviously when the additional classrooms opened each year are insufficient to accommodate the increased enrollment it is impossible to abandon any old buildings, no matter how antiquated or unserviceable they are. The evidence presented last year clearly shows that annual appropriations for schoolhouse construction during the past 40 years have not been sufficient to meet the growing needs of the school system.

##### **LARGER APPROPRIATIONS RECOMMENDED BY CONGRESSIONAL COMMISSIONS.**

The congressional commission of 1882 found the building situation unsatisfactory because of insufficient appropriations. At that time 22 per cent of the classrooms were in rented quarters. The congressional commission created by the organic act of 1906 found many buildings which should be abandoned at once or at an early date, and recommended larger appropriations for schoolhouse con-

struction. This commission reported that during the 10 years preceding 1908 schoolhouse construction had fallen behind at least \$2,000,000.

While this commission recommended increased appropriations, the appropriations actually have fallen short of their recommendations by about \$2,500,000. Moreover, after 14 years, appropriations have not yet been made for buildings to replace some of those recommended for immediate abandonment.

#### BOARD OF EDUCATION HAS ASKED FOR FUNDS.

During the past 20 years the annual reports of the Board of Education show that the school authorities have been fully aware of the increasing congestion and have repeatedly called attention to serious overcrowding. They have urged new buildings. Moreover, in the school estimates the board has urged that funds be provided for additional schoolhouse accommodations.

#### DELAYED APPROPRIATIONS INCREASE CONGESTION.

The delay in carrying out a recommended program of construction makes for increased congestion rather than permanent relief. The new Eastern High School recommended in 1908 is not yet ready. It took 8 years to carry out the recommendation for a new Central High School. It likewise took 8 years to get Dunbar High School. It took 5 years to get the Wilson Normal School and over 6 years to get the Miner Normal School. The congressional commission made recommendations concerning these schools.

#### LACK OF SYSTEMATIC APPROPRIATIONS CHIEF CAUSE.

In the last analysis the reason for congested schoolhouses and antiquated buildings is lack of consistent and systematic appropriations for new schoolhouses. The basis for some of these several statements is indicated in the following pages.

#### INCREASED ENROLLMENT COMPARED WITH ADDITIONAL ACCOMMODATIONS.

During the period of 9 years from September, 1913, through June 30, 1922, the enrollment in the elementary schools increased 7,436 pupils. Counting 40 pupils to a room, 186 additional classrooms should have been made available during this same period to accommodate these additional elementary-school pupils.

However, during this same 9 years only 86 additional permanent classrooms for elementary-school pupils were constructed. Only 4 old classrooms were abandoned and replaced. To take care of in-

creased enrollment and in lieu of the usual permanent construction 40 temporary portable schoolhouses were erected in 1918 and 20 additional ones in 1919. These 60 erected in the 2 years, together with the 18 already in use at that time, make the total of 78 portables now in use.

From this it is clear that during this period of 9 years the school system has fallen behind in construction of permanent buildings for elementary schools to the extent of 104 classrooms. Even with the use of 73 portables in the elementary schools (5 are used in high schools) there is clearly an unmet accumulated need of 31 classrooms to care for the increased enrollment above. No buildings were erected to make possible the abandonment of any undesirable buildings.

The result of the attempt to educate pupils without the required number of classrooms has been, first, to increase the size of class in many cases far beyond the maximum standard of 40 pupils; to rent such buildings as were available in the vicinity of the pupils to be instructed; to put to classroom use small office rooms, rooms in basements, and other undesirable rooms; and to place classes on part time so that two classes might occupy the same rooms, one in the morning and the other in the afternoon.

The following table shows the whole enrollment in elementary schools from 1912-13 through 1921-22, the increase or decrease each year, and the total net increase for the period:

*Increased enrollment in elementary schools from 1913-14 through 1921-22.*

Year.	Whole enrollment. <sup>1</sup>	Increase over preceding year.	Decrease from preceding year.
1912-13.....	51,112	.....	.....
1913-14.....	50,183	.....	929
1914-15.....	50,871	688	.....
1915-16.....	52,291	1,420	.....
1916-17.....	52,600	309	.....
1917-18.....	54,126	1,526	.....
1918-19.....	55,036	910	.....
1919-20 <sup>2</sup> .....	56,629	1,593	.....
1920-21 <sup>2</sup> .....	57,553	924	.....
1921-22 <sup>2</sup> .....	58,548	995	.....
Total.....	.....	8,365	929

<sup>1</sup> Includes vocational schools.

<sup>2</sup> Includes seventh and eighth grades in junior high schools.

Net increase, 7,436.

#### ADDITIONAL CLASSROOMS.

The following table shows the schools which have been erected or to which additions have been made from 1913-14 through 1921-22,

when occupied, the net increase in number of classrooms, and the total appropriation for each item:

*Number of additional rooms in elementary school buildings completed and occupied from 1913-14 through 1921-22.*

School.	School year occupied.	Number of additional rooms.	Number of rooms replaced.	Net increase in rooms.	Total appropriation.
Birney.....	1913-14	6	4	2	\$51,000
Congress Heights.....	1913-14	4	0	4	33,000
Park View.....	1914-15	0			
Powell.....	1915-16	16	0	16	132,000
E. V. Brown.....	1916-17	8	0	8	66,000
Deanwood.....	1917-18	0			
Burroughs.....	1918-19	0			
Burrville.....	1919-20	8	0	8	80,000
Petworth.....	1920-21	4	0	4	1 190,000
Takoma.....	1921-22	8	0	8	222,000
West.....	1921-22	8	0	8	210,000
H. D. Cooke.....	1921-22	8	0	8	203,000
	1921-22	8	0	8	185,000
	1921-22	8	0	8	200,000
	1921-22	4	0	4	90,000
Total.....		90	4	86	1,662,000

<sup>1</sup> Four more rooms to be constructed out of this appropriation in 1921-22.

No statement or argument could bring out more clearly than does the above tabulation the fact that the present congestion is due to lack of appropriations for school buildings. Over a period of greatly increased enrollment a total of only \$1,662,000 was appropriated for buildings opened during that period. This means an average of about \$185,000 per year.

If appropriations had been made for permanent classrooms to meet wholly the need represented by the increased enrollment, it would have been necessary to appropriate for 186 classrooms instead of for 86 such rooms. At the rate of \$18,500 per classroom, the additional amount required for 100 classrooms would be \$1,850,000, a sum far larger than was actually appropriated. Four classrooms are appropriated for for the Deanwood School, but not yet completed.

#### HIGH SCHOOLS.

From September, 1913, through June 30, 1922, the enrollment in the high schools increased 3,871 pupils. To accommodate these pupils would require two buildings of the size of the new Central and new Eastern High Schools.

During this same period when the enrollment was increasing nearly 4,000 pupils two new high-school buildings were opened—the new Central High and Dunbar High. When these schools were transferred to their new buildings the pupils then in the schools were also transferred. If these two new buildings had been avail-

able exclusively for the increased enrollment of pupils in 1922, they would not have accommodated that increased enrollment.

The information for high schools corresponding to that for elementary schools follows:

*Increased enrollment in the high schools from 1913-14 through 1921-22.*

Year.	Whole enrollment.	Increase over preceding year.	Decrease from preceding year.
1912-13.....	6,757		
1913-14.....	6,098		659
1914-15.....	6,380	282	
1915-16.....	6,908	528	
1916-17.....	7,352	444	
1917-18.....	7,197		155
1918-19.....	7,045		152
1919-20 <sup>1</sup> .....	8,470	1,425	
1920-21.....	9,271	801	
1921-22.....	10,628	1,357	
Grand totals.....		4,837	966

<sup>1</sup> Includes ninth grade in junior high schools.

Net increase, 3,871.

**ADDITIONAL ACCOMMODATIONS IN HIGH-SCHOOL BUILDINGS COMPLETED AND OCCUPIED FROM 1913-14 THROUGH 1921-22.**

*Central High School.*—This building was opened in September, 1916. It will accommodate 2,300 pupils. Appropriations were made as follows:

1912—Site.....	\$250,000
1914—Building and equipment.....	300,000
1915—Building and equipment.....	450,000
1916—Building and equipment.....	450,000
1918—Building and equipment.....	55,000

Formerly the Central High School was located at Seventh and O Streets NW., which accommodated about 1,200 pupils. Three-fourths of this building now accommodates the Columbia Junior High School and one-fourth of the building is occupied by students in Americanization classes, both day and night.

*Dunbar High School.*—This building was opened in September, 1916. It will accommodate 1,200 pupils. Appropriations were made as follows:

1912 .....	\$60,000
1914 .....	150,000
1915 .....	150,000
1916 .....	250,000

Formerly the Dunbar High School was accommodated in the old M Street High School. This building is now used for students in the Robert Gould Shaw Junior High School, and three rooms are

used for office purposes for assistant directors of special subjects in the colored schools. One room is used by the dental operator.

## 2. THE PRESENT SITUATION DURING 1921-22.

The situation during the school year 1921-22 will be best understood if the situation in 1920-21 is first reviewed.

### CONDITIONS IN 1920-21 REVIEWED.

In 1920-21 there was an increased enrollment in the elementary schools of 924 pupils; in the high schools of 801 pupils. The increased enrollment in the elementary schools represents enough pupils to fill a 24-room building. The increased enrollment in high schools was sufficient to fill a building larger than Eastern or Western and nearly as large as Business High School.

During the school year 1920-21 the four rooms added to the Deanwood schools were the only additional accommodations available for elementary school pupils. No additional high-school accommodations were available during 1920-21.

The increased enrollment of pupils in 1920-21, together with the accumulated needs of the past, resulted in unprecedented congestion. The study made by the superintendent as of November 1, 1920, showed the urgent need of additional accommodations.

### NEEDS OF ELEMENTARY SCHOOLS.

One hundred and eighty-three additional classrooms were needed to accommodate satisfactorily the enrollment in the elementary schools, distributed as follows:

To eliminate the use of portable schoolhouses.....	73
To eliminate the use of rented quarters and other undesirable rooms.....	35
To reduce 444 oversize classes to classes of 40 pupils.....	57
To eliminate part-time classes.....	18
	<hr/>
	183

In addition to the 73 portables in the elementary schools there were 20 rented quarters in 1920-21. There were about as many more undesirable basement and office rooms used for classroom purposes. There were 444 classes enrolling more than 40 pupils. There were 27 classes on part time.

## NEEDS OF HIGH SCHOOLS.

There were approximately 1,800 high-school pupils in excess of the capacity of the high and junior high schools, as indicated in the following tabulation:

School.	Capacity.	Enrollment November 1, 1920.
Business.....	900	1,208
Central.....	2,300	2,837
Eastern.....	350	661
McKinley.....	1,100	1,298
Western.....	650	760
Columbia Junior <sup>1</sup> .....	300	140
Armstrong.....	300	638
Dunbar.....	1,200	1,402
Shaw Junior High <sup>1</sup> .....	250	40
Totals.....	7,350	8,984

<sup>1</sup> Ninth grade only.

For the most part this excessive enrollment in the high schools was accommodated through the double-shift program. Business, Eastern, and Western High were on double shift. Some of the pupils at McKinley were accommodated at the Columbia Junior High School. Five portables were in use at Armstrong.

## CONDITIONS DURING YEAR 1921-22.

With the opening of only four additional classrooms for elementary school pupils, and with no additional accommodations for high school pupils, the congestion which already existed together with the further congestion caused by increased enrollment are carried over into the school year 1921-22. Further congestion during the school year 1921-22 resulted from increased enrollment.

In 1921-22 the enrollment in elementary schools increased 995 pupils; in the high schools the enrollment jumped 1,357 pupils over the preceding year. It would take a 25-room building to accommodate this increase in the elementary schools, and a building nearly as large as the new Eastern High School to accommodate the increased high school enrollment.

During the school year 1921-22, 44 additional elementary school classrooms were available as follows:

School.	Division.	Number of rooms.	Description.	Opened.
Petworth.....	Third.....	8	Addition.....	Sept. 20, 1921
Takoma.....	do.....	8	do.....	Do.
West.....	do.....	8	do.....	Do.
Burroughs.....	Fifth.....	8	New.....	Do.
Burrville.....	Eleventh.....	8	Addition.....	Do.
H. D. Cooke.....	Third.....	4	do.....	Feb. 21, 1922
Total.....		44		

With an increased enrollment of 995 pupils, these 44 classrooms were only slightly more than sufficient to take care of the increased enrollment. They did little toward relieving accumulated congestion.

No additional high-school accommodations became available during 1921-22.

#### UNMET NEEDS OF ELEMENTARY SCHOOLS.

The total of 48 additional schoolhouse accommodations provided in 1920-21 and in 1921-22 were not only wholly inadequate to meet the housing needs of the elementary schools but were barely sufficient to take care of the increased enrollment of 1,919 pupils during that period. The accumulated congestion of preceding years has continued rather than been relieved during the past school year.

No additional high-school accommodations were made available during the two preceding years, hence the increased enrollment of 2,158 pupils for the two years has further confused a situation already badly confounded.

A statistical comparison between the need of relief in 1920 and in 1921 will show clearly that the situation has become more acute. The following tabulation shows the number of classrooms needed on November 1, 1920, and the number needed November 1, 1921:

	1920	1921
To eliminate part-time classes.....	18	19
To eliminate rented buildings and other undesirable rooms.....	35	58
To eliminate portables.....	73	71
To eliminate oversize classes.....	57	57
Total.....	183	205

Whereas in 1920, 183 classrooms were needed, in 1921 it would have taken 205 classrooms to accomplish the same purpose, despite the opening of 44 additional rooms in September of that year. In 1920 there were 444 oversize classes, and in 1921 this number had increased to 494 classes. Clearly up to June 30, 1922, no progress had yet been made in actually relieving a serious educational situation. On the contrary, the congested conditions of our elementary schools were growing worse.

#### UNMET NEEDS OF HIGH SCHOOLS.

Since no additional high-school accommodations have been provided during the past two years, obviously the serious congestion has

become more intensified. The following tabulation shows that situation in 1922 as compared with 1921:

School.	Capacity.	Enrollment Nov. 1, 1920.	Enrollment Nov. 1, 1921.	Excess over capacity in 1921.
Business.....	900	1,205	1,281	381
Central.....	2,300	2,837	3,072	772
Eastern.....	350	661	884	534
McKinley.....	1,100	1,298	1,464	364
Western.....	650	760	894	244
Columbia Junior High <sup>1</sup> .....	300	140	251	( <sup>2</sup> )
Armstrong.....	300	638	880	580
Dunbar.....	1,200	1,402	1,540	340
Shaw Junior High <sup>1</sup> .....	250	40	65	( <sup>3</sup> )
Total.....	7,350	8,984	10,331	3,215

<sup>1</sup> Ninth grade only.

<sup>2</sup> Minus 49.

<sup>3</sup> Minus 185.

Net excess over capacity in 1921, 2,981.

#### SUMMARY.

From the above summary of the building situation it is clear that the rate at which additional buildings are being opened in 1920-21 and in 1921-22 is not as rapid as the increased demand for accommodations due to increased enrollment. Congestion is still increasing. No undesirable rooms or portables can be dispensed with. No antiquated buildings long ago condemned can be abandoned. Classes still continue too large. Double-shift programs in the high schools are more general than heretofore. Part time is increasing in the elementary schools. Surely the hue of this picture must be changed in due time. Surely the Congress of the United States can not justify a further postponement of the time when adequate appropriations will be made so that the children of the Nation's capital will be able to receive the full-time education under appropriate housing conditions that the American people have always considered to be the birthright of every American boy and girl.

#### 3. THE RELIEF PROVIDED FOR TO DATE.

The relief provided for up to date is to result from the additional schoolhouse accommodations provided for in the "second deficiency act, 1921," in the appropriations act for 1922, and in the appropriations act for 1923. The schoolhouse accommodations appropriated for in each of these acts will be presented in tabular form and will then be analyzed and explained.

## IN "SECOND DEFICIENCY ACT, 1921."

The "second deficiency act, 1921," approved June 16, 1921, carried under an "emergency item" the following list of appropriations for school buildings and grounds:

School.	Division.	Number of rooms.	Appropriation.		Description.
			Object.	Amount.	
<b>ELEMENTARY SCHOOLS.</b>					
John Eaton.....	First.....	8	Site.....	\$12,000	Addition.
Do.....	do.....		Building.....	140,000	
Monroe.....	Third.....	4	do.....	75,000	Do.
Kingsman.....	Seventh.....	8	Site.....	30,000	New building.
Do.....	do.....		Building.....	140,000	
Buchanan.....	Ninth.....	8	Site.....	30,000	Addition.
Do.....	do.....		Building.....	140,000	
Mott.....	Eleventh.....	8	do.....	140,000	Do.
Smathers.....	do.....	4	Site.....	5,000	
Bell.....	Thirteenth.....	8	Building.....	70,000	Replacement.
Hamilton.....	Special.....	8	Site.....	20,000	Do.
Harrison.....	do.....		Building.....	140,000	
			do.....	150,000	Do.
			Repairs.....	17,000	
					<b>1,109,000</b>
<b>JUNIOR HIGH SCHOOLS.</b>					
McFarland <sup>1</sup> .....	Third.....	24	Building.....	100,000	New building.
Langley <sup>1</sup> .....	Fifth.....	24	Site.....	50,000	Do.
Do.....	do.....		Building.....	100,000	Do.
					<b>250,000</b>
<b>SITES FOR EARLY USE.</b>					
Armstrong Manual Training High School.....				20,000	
Ingleside section.....				40,000	
Lovejoy School.....				6,500	
Phillips School.....				9,000	
Woodley Park section.....				40,000	
Total.....					<b>115,500</b>
<b>ADDITIONS TO PLAYGROUNDS.</b>					
Hayes.....				5,000	
Emery.....				8,000	
Peabody.....				20,000	
Adams.....				20,000	
Webb.....				1,500	
Harrison.....				15,000	
Total.....					<b>69,500</b>
Grand total.....					<b>1,544,000</b>
Additional obligated.....					<b>400,000</b>
Grand total appropriated.....					<b>1,944,000</b>

<sup>1</sup> Limit of cost fixed at \$300,000.

## IN APPROPRIATION ACT, 1922.

The appropriation act for 1922, approved February 22, 1921, carried the following appropriations for buildings and grounds:

School.	Division.	Number of rooms.	Appropriation.		Description.
			Object.	Amount.	
<b>ELEMENTARY SCHOOLS.</b>					
H. D. Cooke.....	Third.....	4	Building..	\$90,000	Addition.
Petworth.....	.....do.....	8	.....do.....	61,000	Do.
Takoma.....	.....do.....	8	.....do.....	80,000	Do.
West.....	.....do.....	8	.....do.....	90,000	Do.
Burroughs.....	Fifth.....	8	.....do.....	80,000	New building.
Wheatley.....	Sixth.....	12	.....do.....	54,000	Addition.
Burrville.....	Eleventh.....	8	.....do.....	120,000	Do.
Deanwood.....	.....do.....	8	.....do.....	100,000	Do.
Mott.....	.....do.....		Land.....	30,000	Do.
Total.....				705,000	
<b>HIGH SCHOOLS.</b>					
Eastern High.....		1,500 pupils.	Building..	240,000	New building.
Dunbar High.....			Land.....	35,000	
Total.....				275,000	
Grand total.....				980,000	

## IN APPROPRIATIONS ACT FOR 1923.

The appropriations act for 1923, approved June 29, 1922, carries the following appropriations for buildings and grounds:

School.	Division.	Number of rooms.	Appropriation.		Description
			Object.	Amount.	
<b>ELEMENTARY SCHOOLS.</b>					
Ingleaside.....	Third.....	8	Building..	\$140,000	New building.
Wheatley.....	Sixth.....	12	.....do.....	100,000	Addition.
Garrison.....	Tenth.....	8	Site.....	6,000	Do.
Chain Bridge Road.....	.....do.....	2	Building..	140,000	Replacement.
Lovejoy.....	Thirteenth.....	8	.....do.....	25,000	Addition.
Total.....			.....do.....	125,000	
				536,000	
<b>JUNIOR HIGH SCHOOLS.</b>					
McFarland.....	Third.....	24	Building..	200,000	New building.
Langley.....	Fifth.....	24	.....do.....	200,000	Do.
Total.....				400,000	
<b>HIGH SCHOOLS.</b>					
Eastern.....		(1)	Building..	900,000	Do.
Dunbar.....			Land.....	50,000	Addition.
Armstrong.....			.....do.....	50,000	Do.
Do.....			Building..	100,000	
Western.....			Plans.....	(2)	
Total.....				1,100,000	
Grand total.....				2,036,000	

1,500 pupils.

2 No appropriation made.

## ELEMENTARY SCHOOLS.

In the preceding pages the amount of prospective relief for congestion in elementary schools has been indicated. In the following pages an analysis of this relief is made, showing approximately when the additional accommodations were or will be available for use and to what extent the accommodations appropriated for to date provide the necessary relief.

*Additional classrooms opened in 1920-21.*

Schools.	Number of rooms.	When occupied.
Deanwood (rooms occupied during 1920-21).....	4	February, 1921.

The appropriation for Deanwood was for eight rooms. The other four rooms are being erected.

*Additional classrooms occupied during 1921-22.*

School.	Number of rooms.	When occupied.
Felworth.....	8	September, 1921.
Takoma.....	8	Do.
West.....	8	Do.
Burroughs.....	8	Do.
Burrville.....	8	Do.
H. D. Cooke.....	4	February, 1922.
Total rooms occupied during 1921-22.....	44	

The appropriations for the first six of these buildings were for the completion of the construction, the initial appropriation having been previously made. The appropriation for the H. D. Cooke School was carried in the act for 1922, approved February 22, 1921. The appropriation was immediately available. The commissioners and municipal architect proceeded with dispatch and the addition was completed and occupied by the opening of the second school term in February, 1922, in spite of delay due to labor troubles.

## ADDITIONAL CLASSROOMS TO BECOME AVAILABLE DURING 1922-23.

As far as one may predict the completion of construction under present unsettled labor and transportation conditions, the following

elementary school accommodations should become available during the coming school year:

School.	Number of rooms.	Probable occupancy.
John Eaton.....	8	September, 1922.
Monroe.....	4	Do.
Kingsman.....	8	Do.
Buchanan.....	8	Do.
Mott.....	8	Do.
Deanwood.....	4	Do.
Wheatley.....	12	Do.
<b>REPLACEMENTS.</b>		52
Sathers.....	4	Ready in September, 1922.
Bell.....	8	March, 1923.
Hamilton.....	8	February, 1923. Awaits action of Congress as to site. Plans ready for advertising.
<b>ADDITIONAL CLASSROOMS AVAILABLE AFTER JUNE 30, 1923.</b>		20
Inglewood.....	8	To make possible the abandonment of undesirable buildings.
Garrison.....	8	September, 1923.
Lovejoy.....	8	Do. Do.
<b>REPLACEMENTS.</b>		24
Chain Bridge Road.....	2	Ready in September, 1923.
	2	September, 1923.
	2	To replace an undesirable building.

#### JUNIOR HIGH SCHOOLS.

The "second deficiency act of 1921" carried an initial appropriation of \$100,000 for each of two new junior high schools with obligated appropriations of \$300,000 each. The appropriations act for 1923 carries the balance of the obligated amount for each school. The information corresponding to that given for elementary schools is as follows:

School.	Number of rooms.	Probable occupancy.
MacFarland.....	24	September, 1923.
Langley.....	24	Do.

Since the junior high school accommodates pupils of grades 7 and 8 of the elementary schools and the first year of the senior high school, the relief which these two schools will provide can best be stated in terms of elementary schools and high schools.

Each school should accommodate about 800 pupils, of whom it is estimated approximately 250 will be high-school pupils and 550 will be elementary-school pupils. In terms of classrooms in the elementary school, each school will provide approximately 14 classrooms for elementary-school pupils. This means that these two

junior high schools will provide a total of 28 additional classrooms for elementary-school purposes. The two schools will relieve the high school to the extent of approximately 500 high-school pupils when they are opened in September 1923. No relief will be furnished during the school year 1922-23.

#### HIGH SCHOOLS.

Appropriations acts of several preceding years have carried appropriations for the new Eastern High School. The balance of the obligated amount of \$1,500,000 was appropriated in the act for 1923, namely, \$900,000. Owing to the high cost of construction this amount was not sufficient to equip the building as originally contemplated, hence a deficiency item was submitted to Congress amounting to \$260,000, and was passed, thereby making it possible to equip the building immediately on its completion about December 1, 1922, in time for the occupancy of the building at the opening of the second term of the school year, about February 1, 1923. The absence of a deficiency appropriation would have inevitably postponed the opening of the new school at least six months. For this deficiency appropriation the school authorities are deeply appreciative.

The appropriations act for 1923 provides an initial appropriation for beginning an addition to the Armstrong Manual Training High School. Land has been acquired and the construction will proceed as soon as plans can be developed. The building should be ready for occupancy by September, 1924.

The same act directs that plans for an addition to the Western High School be prepared, but no appropriation is made for beginning construction. If an appropriation is carried in the estimates for 1924, this addition may likewise be available in September, 1924.

Relief for congestion in the high schools during the next school year is to be provided by the opening of the new Eastern High School, which will accommodate approximately 1,500 pupils. This is about 500 pupils more than have been accommodated in the old Eastern plant, where the double-shift program has been in operation for a long time and other means of relief temporarily provided. Some additional relief for high-school congestion will be provided by utilizing the old Eastern building for a junior high-school plant. This can not be done until legislation is secured establishing a salary schedule for administrative principals. It may be doubtful whether this plant can be opened as a junior high school before September, 1923.

*Tabulated summary of additional school accommodations.*

(September, 1920, to June 30, 1922.)

## ELEMENTARY-SCHOOL PUPILS.

Occupied during school year 1920-21 (rooms)-----	4
Occupied during school year 1921-22 (rooms)-----	44
To be occupied during school year 1922-23 (rooms)-----	52
To be available after June 30, 1923 (rooms)-----	24
Replacements:	
Occupied during school year 1920-21-----	None.
Occupied during school year 1921-22-----	None.
To be occupied during school year 1922-23 (rooms)-----	12
To be available after June 30, 1923 (rooms)-----	10

## JUNIOR HIGH SCHOOLS.

Occupied during school year 1920-21-----	None.
Occupied during school year 1921-22-----	None.
To be occupied during school year 1922-23-----	None. <sup>1</sup>
To be available after June 30, 1923:	
Elementary-school classes-----	28
High-school pupils-----	500

## HIGH SCHOOLS.

Occupied during school year 1920-21, none.	
Occupied during school year 1921-22, none.	
To be occupied during school year 1922-23, Eastern High School, for 1,500 pupils.	
To be available after June 30, 1923, addition to Armstrong, for 800 pupils.	

## SUMMARY.

## ELEMENTARY SCHOOLS.

On November 1, 1920, there was an accumulated shortage of 183 classrooms for elementary-school pupils. To this accumulated shortage approximately 24 rooms were added in 1921-22, due to the increased enrollment of nearly a thousand pupils in that school year, making a total need of 207 classrooms for elementary-school pupils.

To meet this situation 4 classrooms were opened in 1920-21 and 44 more rooms in 1921-22, making a total of 48 classrooms opened during these two years. Deducting the 48 additional classrooms from the accumulated need of 207 classrooms leaves an unmet need of 159 classrooms for the elementary schools.

The beginning of the next school year will undoubtedly see an increase in enrollment of from 700 to 1,000 pupils. The beginning of the next school year will also see 52 additional classrooms available for additional pupils. It may be conservatively estimated that

<sup>1</sup> Old Eastern High building may be used in case necessary legislation is secured.

at least one-half of these new classrooms will be needed to house new pupils and only about half of them will be available to apply on the shortage of the past. Even if there were no increase in enrollment in the next school year, and if it were possible to apply the whole 52 additional rooms to the shortage of the past, there would still be an unmet need of over 100 classrooms for elementary-school pupils which must be subsequently met by the opening of additional accommodations.

The two new junior high schools will probably be ready for school use in September, 1923. They should accommodate about 1,100 elementary-school pupils, representing about 28 classrooms. The appropriations act for 1923 provides for 36 new classrooms, making a total of 64 classrooms for the second school year following.

#### HIGH SCHOOLS.

On November 1, 1920, there was an accumulated shortage of accommodations for 1,634 high-school pupils. This shortage was increased in 1921-22 by increase in enrollment of 1,357 pupils.

No additional accommodations for high-school pupils have been opened during the past two years. The school year of 1922-23 will open facing this accumulated shortage of accommodations. The next year will undoubtedly see this shortage intensified by an increase in the enrollment of high-school pupils. The next school year will also see in all probability the opening of the new Eastern High School, which will accommodate 500 more pupils than are now housed in the old Eastern plant.

The two new junior high schools will provide accommodations for approximately 500 high-school pupils at the opening of the school year 1923-24. The addition to the Armstrong Manual Training School which has been appropriated for will bring much-needed relief to that school.

Nevertheless, when all accommodations for which appropriations have been made shall have become available there will still be an unmet need of additional accommodations for 1,200 high-school pupils.

#### 4. WHAT WE MUST SQUARELY FACE.

The people of Washington must squarely face certain stubborn facts regarding schoolhouse accommodations, and then must take such action as they may deem appropriate under the circumstances. They must realize—

1. That the number of classrooms for elementary-school pupils opened during the school years 1920-21 and 1921-22 have not been sufficient to do more than take care of the increased enrollment in the elementary schools during the same two years.

2. That those to be opened during the school year 1922-23 will not do much more than take care of the usual increase in enrollment.
3. That very little, if any, progress is being made on the accumulated shortage of elementary-school accommodations of the pre-war and war period.
4. That the additional accommodations at Eastern and Armstrong and the new junior high schools, if available at once, would leave unprovided for enough pupils to fill a school building larger than the new Eastern Building.
5. That congestion can be relieved in elementary and high schools only by increased appropriations for school buildings.

In the light of the congestion existing during the school year 1921-22 the wisdom of Congress in making an appropriation of nearly \$2,000,000 for buildings and grounds in the "second deficiency act of 1921" now stands out clearly apparent. That appropriation was to meet a real emergency, much of which will continue to exist after these buildings are completed and occupied.

The money appropriated in the "second deficiency" for school buildings became immediately available. The engineer commissioner exercised commendable judgment in employing outside architects on several of these buildings to prepare plans under the supervision of the municipal architect. By so doing the construction of the building was hastened; the buildings so planned, except two, will be occupied by September, 1922, or shortly thereafter. The school authorities can now organize these schools at the beginning of the year rather than in the middle of a school term, as would undoubtedly have been the case had any other course been pursued. By pursuing the course which they did the commissioners are placing several of these buildings at the disposal of the board of education at the earliest possible moment. For this, in view of the very urgent need, the school authorities are very appreciative.

The accumulated building needs are not being taken care of as rapidly as they should be. The appropriations act of 1922 carried about \$1,000,000 only, a large portion of which was for obligated appropriations, and did not represent new items for permanent relief. Likewise, while the act of 1923 carries over \$2,000,000, only about one-fourth of it is for new projects, the balance is for obligated appropriations. In the light of the pressing building needs of the school system the appropriation for new items of schoolhouse construction in the appropriations act for 1923 is regrettably small and very inadequate. The regular annual appropriations for schoolhouse construction must be materially increased if the shortage of the past is to be made up. Two million dollars per year for new projects, exclusive of obligated appropriations, for a period of five years, will be necessary.

The people of Washington should adopt a policy of urging on the commissioners, the Bureau of the Budget, and Congress the neces-

sity of providing appropriations which will result in abolishing from our schools:

- (a) Part time in the elementary schools and double shifts in the high schools.
- (b) Oversize classes in elementary and high schools.
- (c) The use of portables and other undesirable rooms in elementary and high schools.
- (d) All rented buildings.
- (e) The use of buildings recommended for abandonment.

A further policy should also be adopted which will provide:

- (a) Assembly halls and gymnasiums for all elementary schools of 16 rooms or more now in use or hereafter erected.
- (b) The selection and purchase of school sites in advance of their use to insure being able to secure enough land to provide not only for extending a building but also suitable play space for pupils.
- (c) The erection of schoolhouse accommodations as needs are apparent and before real congestion exists.

Unless and until these policies have been agreed to and shall have been put into practice, the present congestion is inevitably bound to continue and to increase.

#### **IV. REPORTS BY SUPERVISING PRINCIPALS ON THEIR SPECIAL ASSIGNMENTS.**

In Section I of this report attention was called to the assignment of special administrative and educational problems to the supervising principals. It was possible for them to accept such assignments because of the redistribution of their work and the work of administrative principals.

When the superintendent asked the supervising principals for annual reports he informed them that they need not be prepared especially for publication. The superintendent feels, however, that they contain information of value to the teachers and to the public. Accordingly they are here presented.

While they were presented to the superintendent without expectation of publication, nevertheless no attempt has been made to edit them.

Doctor Kimball was assigned to the subject of "Teachers' Salaries in Other Cities" because he had already been made chairman of a committee of the teachers' council on this subject. The report of Doctor Kimball's committee was published by the National Education Association as Bulletin No. 19.

Miss Anne Beers was assigned the topic "Payment of Teachers During Leaves of Absence and Provisions for Substitute Pay." This subject is being considered also by a committee of the teachers' council, and the work is still in progress.

Mr. Patterson and Doctor Montgomery were not given any special assignments because the increased functions of administrative principals did not in any way relieve them of any of their manifold duties. The reports of the other supervising principals follow. They illustrate a thoroughgoing attempt to increase the effectiveness of our administrative machinery and to improve our educational practice.

##### **REPORT ON EDUCATIONAL MEASUREMENT AND RESEARCH.**

(By Robert L. Haycock and John C. Bruce.)

At the beginning of the school term, 1921-22, the superintendent of schools appointed a committee on educational research and measurement, and instructed the committee to organize and administer all such work in the high and elementary schools. Mr. Robert L. Haycock and Mr. John C. Bruce, supervising principals of the third and thirteenth divisions, respectively, were requested by the superintendent to undertake the work. No organized investigations of this sort had been previously attempted in the public schools of the District of Columbia.

The superintendent did not restrict the committee to any definite line of procedure. The inauguration of the work must necessarily proceed only after due deliberation and along those lines suggested by the needs of the school system. It was thought that in its broad aspects the first work of the committee should take shape as follows:

1. Establishment of a bureau of information for teachers and officers interested in standard tests and scales.
2. Direction and supervising of all standardized tests and measurements in the schools.
3. Study and comparison of achievements of our pupils with those in other cities.
4. Formulation of plans that will make for greater efficiency in educational organization and procedure in the schools.
5. Collaboration with outside educators desiring to make research investigations that have been approved by the superintendent.

With this general program in mind the committee at once began correspondence with publishers of standard tests in all parts of the United States. Copies of many of the best known of these tests were received, catalogued, and filed by the committee and were thus made available for teachers and officers who desired information as to such tests and scales. The committee was handicapped considerably in its efforts to assemble samples of standard tests because of the lack of a fund with which to carry on its work. It was found that many publishers refuse to give away even samples of their standard tests.

Without money the committee was in doubt as to how it would carry out any extensive program of testing in the schools. It seemed impossible to make bricks without straw. Standard tests were costing anywhere from 3 to 6 cents per copy, and the instructions for teachers which accompany the tests ranged in price from 20 to 50 cents apiece. Necessity became the mother of invention, and the committee resorted to the printing press, using those tests that might be printed, and actually invented a number of tests designed primarily to measure work in certain grades. Most of these tests were given in May and June at the close of the semester in order that the results might be comparable with those in other cities. Three tests were given in January at the close of the first semester.

The following table indicates the testing program of the committee beginning January 17, 1922:

Form No.	Grade.	Date.	Number printed.
1. A test of mental ability.....	8B	May 19	3,000
4. Same—directions for teachers.....	8B	May 19	400
2. Spelling test (without sentences).....	5-8	Jan. 24	1,000
3. Spelling test (with sentences).....	5-8	Jan. 24	1,000
5. Test in number facts.....	4A-4B	Jan. 17	400
7. Test in verb forms.....	6B	May 23	4,000
6. Same—directions for teachers.....	6B	May 23	500
9. Test in reasoning (arithmetic).....	7-8	May 18	5,000
8. Same—directions for teachers.....	7-8	May 18	500
11. Test in subtraction.....	3-6	May 25	10,000
10. Same—Directions for teachers.....	3-6	May 25	1,000
13. Geography (United States).....	6A	June 1	3,000
12. Same—directions for teachers.....	6A	June 1	500
15. Geography of Europe.....	7B	June 6	3,000
14. Same—directions for teachers.....	7B	June 6	500
16. Record card—intelligence standing.....	8B	June 23	10,000
Total.....			43,800

It is the purpose of the committee to study the results obtained by these tests and submit reports to the superintendent. A complete report of test No. 5 has already been submitted.

The committee has issued three general circulars to the teachers and officers, circular No. 1 giving definite instructions as to the administration of standard tests; circular No. 2, being a preliminary report on test No. 5, for the information of primary teachers; and circular No. 3, issued at the close of the year, giving the general results of the tests and comparing the attainments of our pupils with the standards of other cities. These circulars were mimeographed.

In June a new procedure was inaugurated under the auspices of the committee in connection with the certification of pupils from the eighth grade to the high school. A card showing the standing of each pupil promoted from the elementary grades was prepared by the 8-B teacher and transmitted to the high school selected by the pupil. Besides showing the pupil's marks in the several grade subjects, the card gave an intelligence quotient obtained by means of a test of mental ability given under the direction of the committee on May 19 to all 8-B classes throughout the city. This card was devised with a view to guiding the high school principals in the organization of freshman classes. The cards will be kept on file as records at the high schools.

Realizing that a great number of teachers were not very familiar with the administration of standard tests and tabulations and the interpretation of results, Mr. J. C. Bruce obtained permission to establish a committee, with representatives from each school in divisions 10 to 13, for work and instruction. The serious purpose and important functions of such an organization could be realized through systematic study only. Therefore this group met bimonthly during the second semester. The following definite program was arranged and carried out:

Thursday, Feb. 9—Distribution of scores. J. E. Syphax, demonstrator.

Thursday, Feb. 23—Dictated sentence spelling test. R. N. Mattingly, demonstrator.

Thursday, Mar. 9—Intelligence test. C. O. Lewis, demonstrator.

Thursday, Mar. 23—Intelligence test. J. T. Brown, demonstrator.

Thursday, Apr. 13—Arithmetic test. P. B. Williams, demonstrator.

Thursday, Apr. 27—School closed.

Thursday, May 11—Curve of probability. R. N. Mattingly, demonstrator.

Thursday, May 25—Silent reading. R. B. Lane, demonstrator.

Thursday, June 5—Composition scale. J. G. Logan, demonstrator.

At each conference the following points were stressed:

1. The history and derivation of the test or scale.
2. Its purpose.
3. The giving of the test or scale.
4. Scoring the papers.
5. Tabulating the results.
6. Interpreting the results.

The members of the committee were required in all but one case to take the tests; in all cases to score and tabulate results, thus learning by doing. Much good was accomplished and interest was sustained to the end.

An interesting investigation supported by the General Education Board and conducted under the auspices of the American classical league has been in progress in our high schools since last October. The league proposes to determine,

if possible, the effectiveness of teaching Latin. Other lines of investigation also are being followed by the league and will continue with the same pupils next year. Tests were given from time to time to determine the progress of the pupils.

Mr. C. L. Ross, of George Washington University, made an investigation of the value of project teaching in connection with the geography of the 6-A grade. He studied the progress made by about 300 pupils of the third division and used the national intelligence tests to determine the comparative ability of these pupils.

Dr. L. J. O'Rourke, director of psychological research of the United States Civil Service Commission, administered a number of tests in the McKinley High School and the Business High School for research purposes in order to establish norms. Doctor O'Rourke has devised several tests the purpose of which is not only to determine several intelligence but also to reveal special aptitude as for mechanical work or for stenography and bookkeeping. When finally revised and standardized his tests will be of value in the guidance of high-school freshmen in the selection of courses.

The committee has been pleased to note a very live interest on the part of the officers and teachers in standard tests and their administration. Practically every teacher of the elementary schools above the second grade has had a part in the general testing program. Many of the teachers are taking courses at the universities on this subject. The committee appreciates the cooperation of the officers and teachers in the work that has been accomplished during the year.

#### SUPERINTENDENT'S COMMENT.

The school estimates have recently carried an item for an additional assistant superintendent to take charge of the educational measurement department. Such departments now exist in the following cities:

City.	Population.	City.	Population.
New York City.....	5,620,048	Omaha, Nebr.....	191,601
Chicago, Ill.....	2,701,212	Grand Rapids, Mich.....	137,634
Detroit, Mich.....	993,678	Youngstown, Ohio.....	132,358
Cleveland, Ohio.....	796,836	Des Moines, Iowa.....	126,468
Boston, Mass.....	747,923	Long Beach, Calif.....	55,593
Pittsburgh, Pa.....	588,193	Jackson, Mich.....	48,374
Los Angeles, Calif.....	576,673	Highland Park, Mich.....	46,499
Newark, N. J.....	414,216	Beaumont, Tex.....	40,422
Kansas City, Mo.....	324,401	Leavenworth, Kans.....	16,901
Indianapolis, Ind.....	314,194	Santa Ana, Calif.....	15,485
Rochester, N. Y.....	295,850	Hibbing, Minn.....	15,089
Denver, Colo.....	256,491	Ardmore, Okla.....	14,181
St. Paul, Minn.....	234,680	West Allis, Wis.....	13,745
Oakland, Calif.....	216,261	Martins Ferry, Ohio.....	11,634

This kind of work can best be done by some one who can give his individual attention to it. It is hoped that such a person will be provided for at an early date. Such an officer would undoubtedly increase the efficiency of instruction and would also indicate methods of financial economy.

## REPORT ON ASPECTS OF THE BUSINESS OFFICE AS RELATED TO THE ELEMENTARY SCHOOLS.

(By B. W. Murch.)

As the representative during the past year of the elementary schools in their relation to the office of finance and accounting my report is very brief. This is due to the fact that very few matters have been referred to me for consideration, an evidence that on the whole the office of finance and accounting has been functioning to the satisfaction of elementary teachers and principals. Our regular checks have been ready on the last day of the month. But one complaint has been made of delay in disbursement of "session-room" checks. Inquiry showed the delay not due to the financial office. Much dissatisfaction has been expressed because of the failure to have removed promptly from the buildings last year's condemned books and supplies, many of which have not yet been removed. Principals feel that it is not just to hold them responsible to the safe-keeping for a year of these articles when no provision in most cases has been made for their protection. The need of proper storage space for school property in most elementary-school buildings is very urgent.

I think principals for the most part approve the new system adopted for obtaining supplies. Relief from back orders and quarterly requisitions is appreciated. The main thing that worries them is lack of storage space for the year's supply.

I have found Major Wilmarth willing to consider any suggestions coming from teachers.

Not having any special duties assigned to me, I have regarded myself as an intermediary between the grades and the office of finance and accounting and have endeavored to so act when occasion has called.

## SUPERINTENDENT'S COMMENT.

This assignment was made in order to provide a means of bringing the closest possible relationship between the educational and the business sides of the school system. That close cooperation now exists is clear from Mr. Murch's report. With the establishment of the position of business manager the need of such an assignment would be minimized or might disappear altogether.

## REPORT ON PROMOTION, NONPROMOTION, AND RETARDATION.

(By Flora L. Hendley and Marion P. Shadd.)

The tabulated reports of repetitions of semesters of pupils in the primary grades are herewith submitted.

These statistics can not be considered absolutely accurate, as our pupils have no definite record of their school career. The vaccination cards have the only record of former teachers, and they are not always complete. The teacher had to depend on the child's statement in many cases. It is safe to conclude, however, that there is not an overstatement of semesters repeated, probably an understatement of facts.

From a study of the statistics and an inquiry into the cases, therefore, the committee feels the necessity of making the following recommendations:

1. That enough kindergartens be established to provide for all children of 5 years, and that efforts be made by all concerned to insure a full year of kindergarten training for each pupil before he enters the first grade.

2. That first-grade classes be organized on a basis of not more than 35 pupils to a class.
3. That classes for experimental work with children whose rate of progress is slower than that of the average child be established in each division, these classes to contain not over 20 pupils.
4. That as soon as possible a physical examination and an intelligence test be given to every child who enters the public schools.

As the last recommendation is not likely to be put into effect immediately, the committee recommends for next year the appointment of two teachers—one for divisions 1-9, one for divisions 10-13—to give intelligence tests for the purpose of determining the mental age of those pupils who are found to have repeated:

1. Three semesters or more in a first or second grade.
2. Four semesters or more in a third or fourth grade.
3. Three years overage for the grade.

The committee does not in any way wish to interfere with the work of the medical inspectors in deciding which children should be sent to the atypical classes. Pupils found to be below normal can be referred to the medical inspector for mental and physical examination. Pupils found only to need more individual instruction can be given more coaching time by the regular or sent to an experimental class if there be one in the neighborhood.

The committee also suggests in the interest of definite statistics the use of a card which will give a child's entire school history—the date of entrance, all transfers, and changes of building and teachers. Such cards are now in use in many systems.

The committee stands ready to continue investigation of the subject assigned it in any further lines that you may desire.

Miss Rose Lees Hardy, director of primary instruction, and Miss Emma F. G. Merritt, assistant director of primary instruction, join in these recommendations.

#### SUPERINTENDENT'S COMMENT.

This study is limited to the first four grades. The following table shows the total for the city and is to be read as follows: The grade is indicated in the first column, the total number of pupils in the grade in the second column, the total number of pupils who have repeated a semester of work in the third column, in the column headed "Repeated one semester" is given the number of pupils who have some time repeated a semester, in the next column the total number of pupils who have repeated two semesters, and so on.

Grade.	Number pupils in grade.	Total pupils, repeating.	Repeated semesters.												
			1	2	3	4	5	6	7	8	9	10	11	16	
1-A.....	4,967	838	602	183	42	7	3	1	.....	.....	.....	.....	.....	.....	
1-B.....	2,973	1,022	735	200	56	24	4	2	1	.....	.....	.....	.....	.....	
2-A.....	4,220	991	558	270	98	38	18	7	.....	1	.....	.....	.....	.....	1
2-B.....	2,412	1,051	675	232	86	29	18	8	1	.....	1	1	1	1	
3-A.....	3,898	1,004	669	239	50	34	10	1	.....	.....	1	1	1	1	
3-B.....	2,571	1,195	836	244	61	26	13	11	2	1	.....	1	1	1	
4-A.....	3,413	1,065	638	315	68	23	13	6	2	2	2	2	2	2	
4-B.....	2,434	1,232	829	302	57	28	7	5	2	2	2	2	2	2	1
	26,888	8,398	5,542	1,985	518	209	85	41	8	4	1	2	2	2	1

The complete report of the committee also gives corresponding information by divisions, but those tables are not here included.

The educational situation revealed by the statistics on repeating in the primary grades demands immediate consideration. It will undoubtedly be a surprise to many teachers to learn that there is a pupil in the 1-A grade who has repeated that grade six times. What shall we think about the pupil of the 2-A grade who has to date repeated 16 semesters? Or about the pupil in the 4-A grade who has repeated the work of 11 semesters? In general, what shall we think about the 5,500 pupils who have repeated one semester?

These facts should prompt us to ask ourselves whether we as teachers and school officers are doing all we ought to do, or what we ought to do, for these pupils who are so frequently failing of promotion. Are these pupils having a square deal educationally? Here is food for thought.

#### REPORT ON THE ATTENDANCE DEPARTMENTS.

(By Hosmer M. Johnson and John C. Nalle.)

The undersigned members of the corps of supervising principals who were directed by you at the beginning of the school year to examine into the workings of the attendance department of the Washington public schools and to report their observations to you at the close of the school year with such recommendations for changes of procedure as in their judgment would increase the efficiency of the work of that department, desire to report as follows:

In a conference with you early in the school year, Mr. Superintendent, you will recall that you stated to us that you thought it advisable that the report of the committee made at the end of the year should not recommend revolutionary changes, but should rather have to do with minor changes, either in the administration of the department or in the blanks used, and to let any large changes looking to a reorganization of the school-attendance department, if such were thought to be needed in order to place the Washington schools fully abreast of the best school systems in the country in the matter of attendance, wait on the enactment of a school census law and other contemplated school legislation.

The committee, therefore, instead of making a study of the school-attendance departments in other cities for the purposes of comparison with ours, has given its time to a careful observation of the workings of our own attendance department as it is at present organized in our schools.

Our work has consisted of conferences with attendance officers, with teachers, and with supervising principals for the purpose of not only knowing as completely as possible of the actual practice of the department as it exists here at the present time but as well for the purpose of receiving suggestions for its improvement. We have received much help from all these sources, and the committee feels greatly indebted to them.

In regard to school attendance the committee feels, Mr. Superintendent, that first of all the teacher should clearly realize that she herself, entirely unaided by rules and other school regulations, is responsible in a very large measure for the good or bad attendance in her school. She should know that as a rule with very few exceptions the better the school the better the voluntary attendance of the pupils; and that while it may not be possible for even the best of

teachers to secure perfect attendance in their schools—that is, to have it all that it should be—it is undeniably true that the attendance of a school is in a very large degree a reliable measure of the efficiency of the teacher's work.

It would be very unfortunate, in the judgment of the committee, for a teacher to feel that any law or rule of the Board of Education designed to help only in securing good attendance in school relieved her of any responsibility in the matter. She should feel, rather, that such regulations are only intended to supplement and not to take the place of her efforts; that her first and last duty is to make the children want to come to school by making her school a good school.

This thought was expressed by the committee in a meeting of the supervising principals held on March 7 for the purpose of discussing the attendance department of the public schools and its needs. In the discussion at this meeting it was suggested that this thought be conveyed to the teachers throughout the system through notices from the several offices. This not because it was a new thought, nor because the committee felt that there was special need that the teachers be reminded of its importance at this time; but because we all felt that teachers needed to be reminded, either by themselves or by others at frequent intervals, of all the fundamental educational truths that lie at the bottom of their success.

The attendance office blank No. 19, old number, and P. S. A. O. No. 1, new number, as recommended by your committee on blanks, is the attendance office blank of largest use in the schools. Unfortunately, its use has not been uniform throughout the system. The committee feels that it should be so, and to this end recommends that the following note be printed on the new blank just under the words "Public schools of the District of Columbia":

This blank is to be used on the fourth day of unauthorized absence within the period of the past five months. Unauthorized absence is absence for any other reason than personal illness. Absence not accounted for by a written excuse from parent or guardian stating that it is due to personal illness is unauthorized and should be so regarded by the teacher.

The committee feels that there should be no unnecessary delay upon the part of the teacher in notifying the attendance officer just as soon as the pupil becomes a delinquent before the law in the matter of attendance, and as the law does not permit of more than three days of unauthorized absence in a period of five school months, the teacher is directed to use this blank on the fourth day of the pupil's absence. This practice is necessary if the provision of the law which requires that the attendance officer shall notify, in writing, the parent or guardian of any pupil who has been absent from school three whole days or six half days for any reason other than personal illness, during a period of five school months. It also prevents the teacher from anticipating the cause of the pupil's absence to be personal illness, for which she expects a written excuse when the child returns to school, and from being mistaken in this anticipation many times, and embarrassed in consequence.

While insistence on this procedure may result in a little humiliation occasionally to some parents—not much if the requirement of the rule is fully explained to them—and to some unnecessary work upon the part of the teachers, the committee feels that it is necessary in order to prevent a very large abuse of the provision of the law which excuses the absence of children from school because of personal illness. The committee also feels that it will be less embarrassing to the teacher if she is given no discretionary power in the matter,

but is required to notify the attendance officer promptly on the fourth day of the pupils's unauthorized absence from school, interpreting all absence without excuse as unauthorized.

The rule defining the duties of administrative principals reads as follows: " He shall deal directly with school nurses, medical inspectors, and attendance officers."

There has not been a common interpretation nor practice of that rule in the several divisions of the school system during the past year. Some supervising principals have interpreted the statement " He shall deal directly, etc," to mean that he shall deal with them as do other principals, his work consisting of receiving and signing the attendance cards, noting the contents, if they wish, and then forwarding them to the supervising principals for him to sign and forward to the attendance officer. Other supervising principals have interpreted the rule, in practice, by letting the administrative principals not only receive and sign the cards noting their contents, and investigate if he wishes to do so, but to forward the same directly to the attendance officer, and not through the office of the supervising principal, thus placing the responsibility and opportunity of investigating the case on the administrative principal and relieving the supervising principal of the same.

If the practice of handling these cases is to be uniform in the system, but the committee can see no imperative reason for its being so, we feel that the last-mentioned practice is the preferable one for the following reasons:

1. It is the evident desire and purpose of the superintendent of schools to have the administrative principals take over more and more of the details of the work of the supervising principals as relates to their buildings, thus releasing the supervising principals for larger fields of educational activity.

2. It will expedite matters as relates to that building as far as looking after the attendance, and stimulate the administrative principals to greater activity in the matter.

3. It will not prevent, as first thought, the supervising principal from furnishing statistical information regarding attendance, if called upon to do so, for the entire division, as he can secure it from the administrative principal.

The present practice in the schools relating to this matter seems to be very largely based on this second interpretation of the rule, with both the desire of the administrative principals and the consent of the supervising principals approving it.

The committee considering this matter, at your suggestion, conferred with the following administrative principals who concur with them in these conclusions: Mary E. Given, Mildred E. Gibbs, and Henry F. Lowe.

#### SUPERINTENDENT'S COMMENT.

The attendance departments are functioning as effectively as possible. They are not doing all that they might do under more favorable conditions. They need better salaries, more attendance officers, and a new compulsory attendance law before they will accomplish all that they ought to accomplish. The new compulsory attendance and school census bill now before Congress is intended to put these departments on a more efficient basis.

## REPORT ON FURNITURE AND EQUIPMENT OF ELEMENTARY SCHOOLS.

(By Selden M. Ely.)

In accordance with your request I beg leave to submit the following report on my special assignment to supervise the repair and replacement of personal property in school buildings.

You will recall that this assignment was given to me some time after the opening of schools and without the opportunity of a period to systematize this work and to relate it as to time with the regular supervision of my district. Principals and teachers have looked to me for a great amount of direction and professional supervision and quite naturally made the usual demand on my time. Failure to have contracts for new shades, the repair of clocks, and other items was a great handicap. One man, Mr. Reily, can not get very far in the actual repair of the great amount of personal property constantly needing attention. I have, however, by concentrating on the two items succeeded in getting the classroom shades and the pupils' desks and chairs in better condition than they have even been heretofore. I am advised that the desks and chairs are better adjusted to pupils than at any previous time. The condition of the window shades is better than formerly. I regard these as two very essential items.

There has been no contract for the repair of wall clocks for several years; consequently many of these clocks throughout the city are not running and present a bad appearance in the buildings. There has also been no contract for a number of years for the repair of clock systems found in a number of the buildings. There is no contract this year, so I am faced with the problem again. I am putting out bid sheets for the repair of clocks in one division. If we can secure satisfactory bids for this division, I will systematize bids for the other divisions and high schools. Mr. Reily is quite handy in making clocks run, but of course he has not the time nor supplies to keep them all running. Mr. Reily has repaired a great many window shades for quite a number of specially designated rooms.

I have had considerable business experience and would enjoy this special supervision if I had the time, clerical assistance, and workmen at my command. I need full-time clerical assistance if I am to look after my district and this work with any satisfaction to myself or those I am to serve. It is also difficult to give this special supervision from my office here in the field. Teachers and patrons expect my time, and I must confess that I am loath to withdraw from professional relationships that I have found so congenial. When this work was assigned to me Mr. Kramer suggested that he might give me a desk at the Franklin School and have this work go to that desk. I feel now that I would need to put at least three half days a week on this work at the Franklin School and would need the services of a stenographer and typist. Full-time clerical service here at the Gales School would enable me to handle my two lines of work much more efficiently. I will render the best service I possibly can under the present conditions, but I bespeak your cooperation and assistance.

## SUPERINTENDENT'S COMMENT.

This assignment now carried by Mr. Ely was formerly carried by Assistant Superintendent Kramer. This is purely a business undertaking which should be transacted by a business manager and not by an educational officer. When a business manager is employed as proposed in the school estimates for several years, this assignment will

go to him. The difficulties of which Mr. Ely speaks are real, but they are largely the result of overloading an educational employee with functions for which his office is not directly equipped. We shall continue to hope for a business manager.

REPORT ON THRIFT TEACHING IN THE ELEMENTARY SCHOOLS.

(By Ephraim G. Kimball.)

I submit the following facts and figures with regard to the introduction and operation of the automatic receiving teller in our public schools in response to your letter of June 15 calling for a brief report from each school officer on any matter of outstanding importance in the year's work.

All recognize the great importance of teaching thrift to the young of our land. It is axiomatic that we learn to save by saving. How best to bring to pupils attractive means to turn theoretical lessons into practical action, which will develop the saving habit, is a problem upon whose solution all are not yet agreed. As you are well aware, much thought has been given to the subject for a considerable time and different methods have been presented and considered for our Washington schools.

Acting under authorization given in your letter of January 31, 1922, your committee on the teaching of thrift decided, after deliberate thought given to the subject, to agree to the installing in public-school buildings of the automatic receiving teller, a machine marketed by the American Banking Machine Corporation, Chicago, Ill. The schools assumed no responsibility beyond an assurance given the local representative of the American Banking Machine Corporation that the tellers might be placed in the public schools for operation if he could arrange with banks to supply them. The procedure is for an interested local bank to buy the teller, place it in a school building, make daily collections of money deposited in the teller, open a personal bank account with a pupil upon his surrender to the bank of a folder with stamps affixed to the value of a dollar or more, giving the child a bank book and crediting him with a deposit of money equal in amount to the value of the stamps he has presented. The stamps, which are receipts, are automatically delivered by the machine in denominations of a cent, nickel, dime, and quarter upon the deposit in the machine of a coin of corresponding denomination.

A tabular statement is appended, covering the period from March 20, the date of the earliest installation, to May 26. This table shows the schools supplied with tellers, when they were installed and by what bank, the amount of money collected, the number of savers, the number who have opened bank accounts, and the school enrollment. The showing made is both interesting and encouraging. Fifty per cent of the whole enrollment in 35 buildings participated in the accumulation of \$9,006.31. Of these 8,457 saving pupils, 1,229 opened personal accounts at the numerous savings banks furnishing the tellers. The operation of the tellers was continued to the end of the term. Four schools—Adams, Park View, Franklin, and Thomson—were supplied with tellers too late to be reported in the tabular statement. The school year closes with 39 tellers installed in as many school buildings through the interest and cooperation of 10 different savings banks.

The members of your committee are of the opinion that the record of these few weeks is a highly gratifying one. We think the automatic teller provides a simple and concrete way to apply the teaching of thrift by inviting the easy practicing of what we preach. Indications point to a considerable increase in the number of tellers in operation in schools at the opening of the fall term.

## REPORT OF THE BOARD OF EDUCATION.

81

Division and school	Date of installation, <sup>1</sup>	Bank supplying teller.	Amount collected.	Saving through tellers.	Ac- counts opened at banks.	Folders cashed with- out opening ac- count.	School enrollment.
<b>WHITE</b>							
First division:							
Addison.....	Apr. 6	Potomac Savings.....	\$102.94	161	33	12	276
Corcoran.....	Mar. 21	do.....	398.15	231	76	5	365
Curtis.....	do.....	do.....	444.43	213	101	7	310
Eaton.....	do.....	do.....	202.51	181	11	0	560
Fillmore.....	Apr. 5	do.....	195.41	149	39	2	260
Hyde.....	do.....	do.....	88.02	99	26	4	286
Jackson.....	Mar. 21	do.....	245.23	194	36	8	324
Reservoir.....	Apr. 5	do.....	65.94	75	11	1	170
Tenley.....	Mar. 21	do.....	382.66	222	18	4	364
Brown.....	Mar. 31	Chevy Chase Savings.....	716.87	473	175	11	810
Dennison.....	May 15	Guaranty Savings.....	153.05	241	4	0	487
Force.....	do.....	do.....	169.76	291	8	1	597
Fifth division:							
Blake.....	Apr. 11	North Capitol Savings.....	255.04	198	46	8	245
Eckington.....	May 9	do.....	89.50	170	2	1	365
Emery.....	May 2	do.....	259.81	270	2	6	662
Gage.....	Apr. 13	do.....	123.11	125	2	2	613
Gales.....	Mar. 27	Security Savings & Com- mercial.....	522.29	109	101	8	330
Webster.....	Mar. 25	do.....	235.66	41	25	16	366
Seventh division:							
Wallach.....	Mar. 20	Washington Mechanics' Savings.....	641.56	262	75	16	487
Towers.....	Mar. 31	do.....	219.51	245	37	7	406
Eight division:							
Jefferson-Amidon.....	Apr. 19	Commerce and Savings.....	435.86	520	54	15	961
Grant.....	Apr. 24	Exchange.....	194.42	196	51	1	404
Toner.....	May 9	do.....	130.83	153	16	1	275
Weightman.....	do.....	do.....	125.50	157	5	1	306
Ninth division:							
Cranch.....	Mar. 23	Washington Mechanics' Savings.....	208.89	203	29	10	406
Total.....			6,605.95	5,179	983	147	10,635
<b>COLORED</b>							
Tenth division:							
Garrison.....	Mar. 25	Industrial Savings.....	260.58	392	15	0	742
Sumner-Magruder.....	Mar. 22	do.....	277.53	350	22	4	809
Stevens.....	Apr. 4	do.....	275.39	406	31	4	837
Eleventh division:							
Garnet-Patterson.....	Mar. 25	do.....	621.39	654	82	15	1,214
Mott.....	Mar. 22	do.....	509.34	606	29	9	970
Slater-Langston.....	Apr. 5	do.....	124.65	130	10	0	787
Twelfth division:							
Douglas-Simmons.....	do.....	do.....	138.54	361	19	10	539
Thirteenth division:							
Bell.....	May 1	do.....	192.94	379	38	0	429
Total.....			2,400.36	3,278	246	42	6,327
Divisions 1-9, white.....			6,605.95	5,179	983	147	10,635
Divisions 10-13, col- ored.....			2,400.36	3,278	246	42	6,327
Grand total.....			9,006.31	8,457	1,229	189	16,962

## SUPERINTENDENT'S COMMENT.

While the teaching of thrift is not the particular assignment to Doctor Kimball, as has already been pointed out, it seems appropriate to include here a report by Doctor Kimball as chairman of the committee on thrift in the elementary schools.

The introduction of automatic saving tellers is not the only means employed in the Washington schools for teaching thrift. This report describes what has been done in this one respect. No machines were installed before March, 1922. The brief period of use appears to indicate that these machines may serve a very useful purpose in encouraging the saving of money on the part of young persons. A wider use may be expected. The cooperation of the local banks in this matter is appreciated.

## V. THE JUNIOR HIGH SCHOOL.

### A NEW INSTITUTION.

The junior high school is a comparatively new institution in the American system of education. It is the name applied to an institution which as yet has not become thoroughly standardized. Since it is a new institution to meet the varying needs and conditions in American cities and towns, it should not become too much standardized.

In some cities the junior high school covers only grades VII and VIII. The most common type of organization which is to be found in the junior high school, however, is the combination of grades VII and VIII of the elementary schools and the first year of the high school.

In some cities the junior high school is organized in conjunction with the senior high school. Wherever the junior high school is so organized, the elementary school consists of six grades, and the junior and senior high school together consist of six grades. This arrangement is called the 6-6 plan of school organization.

In certain cities the junior high school is organized with the present elementary school, either in the same building or in a separate building under the supervision of the elementary school principal. In this type of organization the junior high school is the middle three years of the 6-3-3 plan. It is organized departmentally and its organization differs materially, therefore, from the organization of grades IV, V, and VI which are housed in the same building.

In still other cities the junior high school is organized as an independent school, separate from either the elementary school or the high school. The junior high school of this type best exemplifies the 6-3-3 plan of organization. Such a school has its separate principal, and its administration is independent of the elementary school or the senior high school. The chief advantage of this type is that by dissociation it is better able to work out its own educational problems.

NOTE.—As an educational administrator I have not only been interested in the junior high school movement as an educational development, but I have also organized and supervised such institutions before coming to Washington. The views and conclusions here presented I formulated and for the most part published while I was in charge of the organization and development of the system of junior high schools in Boston. The fact that these views have been previously published does not, in my opinion, minimize their value in this report.—FRANK W. BALLOU.

## JUNIOR HIGH SCHOOL DEFINED.

The junior high school which is being developed in Washington may be defined as follows:

"The junior high school is a separate school organized on the departmental plan, which receives pupils when they are expected to have completed the sixth year of elementary school and when they are about to enter the adolescent stage; which provides three years of work covering grades 7 and 8 of the present elementary school and the first year of the present secondary school; and which offers differentiated courses of study for pupils appropriate to their interests, capacities, and probable future educational careers."

## ESSENTIAL CHARACTERISTICS OF THE JUNIOR HIGH SCHOOL.

Since the junior high school is a comparatively recent development in Washington, it seems desirable to discuss here some of its essential characteristics. The superintendent therefore takes this occasion to make some observations on the above definition of the junior high school.

1. *The junior high school is a separate school organized on the departmental plan.*

The junior high school in Washington is a separate institution independent in its organization and administration from either the elementary schools or the high schools. It is a centralized school receiving pupils in grades 7 and 8 from the adjacent elementary schools and continuing their education through the first year of high school. It differs from the elementary school in that it is fully organized on the departmental basis. Most of the elementary schools in Washington are too small to make it possible to organize the seventh and eighth grades departmentally.

The junior high school should be a district school. That is, it should provide instruction for all seventh and eighth grade pupils residing within a given territory. The experience of Washington in undertaking to organize the junior high school by receiving pupils from all over the city clearly indicates that the junior high school should be a regional school and not a city-wide institution.

2. *A school which receives pupils when they are expected to have completed the sixth year of the elementary school and when they are about to enter the adolescent stage.*

The fundamental purpose of the junior high school is to improve the instruction of pupils through a better adaptation to their needs of the subject matter and methods of instruction. The courses of study and the methods of teaching should be neither elementary

nor high school courses, but they must be subordinate to the capacities and aptitudes of adolescent boys and girls. Many pupils who have reached the age of 12 or 13 years, whether having completed the sixth grade of the elementary school or not, ought to be transferred to the junior high school, where differentiated work can be provided for them more nearly in accordance with the interests, capacities, and needs.

*3. A school which provides three years of work covering in general grades 7 and 8 of the present elementary school and the first year of the present high school.*

To organize the Washington school system so that it will include the junior high school means transforming the present 8-4 year plan of elementary and secondary education into the 6-3-3 plan, the middle three years of which are spent in the junior high school.

The courses of study for the junior high school can not be appropriated from the present elementary courses in grades 7 and 8 or from the first year high-school course. On the contrary, these courses must be reorganized on the basis of adolescent interests and needs. In the typical junior high school the academic course of study will discard many of the reviews and some of the drills of the present seventh and eighth grade work. The junior high school affords opportunity for modern language instruction to those pupils who plan to take a modern language in the high schools. It substitutes a mathematics course of three years consisting of a well integrated composite course in arithmetic, algebra, and geometry, for the present chronological treatment of these subjects. The English of the third year of the junior high school should not be primarily to meet college entrance requirements, but should be organized in consideration of the fact that a considerable proportion of the junior high school pupils will not complete senior high school work, to say nothing of entering college. The science, history, and geography work must likewise undergo thorough reorganization such as the above courses have already undergone.

The prevocational courses for those pupils who are likely to leave school early should be patterned after the most intensive and diversified prevocational courses.

The junior high school should provide better education in grades 7 and 8 than the present elementary school. It should provide instruction in first year high school equal to the instruction now provided in the senior high school for those pupils going to college. Moreover, it should provide better instruction than the elementary school or the high school now provides for pupils who are to leave school early. For such pupils the course in the junior high school should follow the work offered in the elementary vocational schools of Washington.

*4. A school which offers differentiated courses of study for pupils according to their interests, capacities, and probable future educational careers.*

The junior high school will be organized for two general groups of pupils, namely, those who are going to continue their school training for some time and those who are likely to discontinue their school work at an early age. Those who are to continue their school work through the high school will be well prepared in the junior high school to do that. Those who are to leave school early will be better prepared to take up some gainful occupation than are most pupils who now leave the upper grades or the early years of high school.

WHAT THE JUNIOR HIGH SCHOOLS IN WASHINGTON SHOULD DO.

The improvements which the junior high schools should bring about in Washington may be classified around the following topics:

- I. Those relating to the pupils themselves.
- II. Those relating to social and economic conditions.
- III. Those relating to the course of study.
- IV. Those relating to teaching.
- V. Those relating to the organization and administration of schools.

Each of these topics is discussed in the following pages. Under each topic is a statement of a condition which the junior high school is expected to improve, or an educational principle which the junior high school is expected to recognize. Subordinate to the statement of condition or principle is indicated the way in which the junior high school is expected to improve that condition or to recognize that principle.

- I. Those relating to the pupils themselves.
1. Individual differences in capacities, interests, and probable future activities are not now sufficiently recognized.

The junior high school in Washington should provide—

- (1) Different work for different types of pupils.
  - (a) Languages—for those going to general high school and probably to college.
  - (b) Prevocational work—for boys leaving school soon to go into industry.
  - (c) Household arts—for girls, whether leaving school early or not.
  - (d) Precommercial work—for boys and girls who take commercial courses in high school or who leave school early to go into commercial pursuits.
- (2) Different methods of teaching varying subjects.
- (3) A period for educational exploration for all pupils.

2. Development of pupil—intellectually, morally, and physically—is a continuous process by day, week, month, and year.

The junior high school in Washington should—

- (1) Bridge the gap between elementary and high schools.
- (2) Provide gradual transition from one teacher in grade 6 to several teachers in grade 9.

NOTE.—Gradual transition means that a pupil should not have more than three different teachers in grade 7, and in grade 9 not more than he would meet in high school.

II. Those relating to social and economic conditions.

1. Education should fit a person to be socially and individually efficient.
2. Varying social and economic conditions and differing individual capacities and interests require differentiation of work for pupils.

The junior high school in Washington should provide—

- (1) Integrating courses, i. e., those making for good citizenship, common ideals, and patriotic solidarity.
- (2) Differentiating courses, i. e., those providing educational exploration to test individual capacity in order to promote individual efficiency.
3. Equal educational opportunity for all pupils means that no one class or group is to be unduly favored. Those leaving school early should have as much consideration while they remain in school as those going to college.

The junior high school in Washington should provide—

- (1) Prevocational work for boys leaving school early.
- (2) Prevocational work for girls leaving school early.
- (3) Earlier language instruction for those going to the general high school.
4. Larger educational results should be secured from the present expenditure of time, energy, and money.

III. Those relating to the course of study.

1. The course of study in the upper grades is now overloaded because of an effort to give pupils intensified as well as diversified courses before they finish the elementary-school course.

The junior high school in Washington should provide—

- (1) Minimum essential courses in all subjects.
- (2) Gradual differentiation of work, beginning with Grade VII, so that every pupil will not be expected to try to do everything, much of which can not be done effectively.
- (3) The present elementary course leads too exclusively to high school (as the high school, until recently, has led too exclusively to college).

The junior high school in Washington should give—

- (1) Equal consideration to those preparing to leave school and those preparing to continue through high school.
- (2) Courses as well organized to fit pupils to leave school as are those which fit pupils to take up high-school work.

IV. Those relating to teaching.

1. The methods of teaching in Grades VII and VIII are too much like the methods of the earlier grades.
2. The methods of teaching in first-year high school are on the whole not well adapted to first-year high-school pupils.

The junior high school in Washington should provide—

- (1) Gradual departmental teaching, which will mean more enthusiasm among teachers who will enjoy teaching their specialties.
- (2) Fewer drills and less review than now prevail in Grades VII to VIII; more thinking and reasoning should be substituted.

V. Those relating to the organization and administration of schools.

1. Important advantages to the pupils in junior high-school organization are to be noted.

The junior high school in Washington will provide for—

- (1) Promotion by subject rather than by grade. Pupils will not be required to take over subjects in which they have shown proficiency.
- (2) Limited election of curriculum or subjects, beginning with the seventh grade and increasing somewhat through the ninth grade.
- (3) Educational and vocational guidance for pupils, based on the tangible results of the trying-out period.
- (4) Supervised study.

2. Important changes in the general organization of the school system.

The junior high school in Washington means from the point of view of organization—

- (1) Bringing together in the junior high school enough pupils of adolescent age to make it possible to better adapt their education to their individual needs.
- (2) Reduction of congestion in elementary schools from which pupils of grades 7 and 8 are transferred.
- (3) Reduction of congestion in high schools by offering first-year high-school instruction to them in the junior rather than in the senior high school.
- (4) The gradual change from the 8-4 plan of school organization to the 6-3-3 plan.

#### LOCAL SITUATION FAVORABLE TO JUNIOR HIGH SCHOOLS.

The situation in Washington is most favorable for the organization and development in the course of several years of a complete system of junior high schools. A large amount of schoolhouse construction must take place in the immediate future. All of the elementary schools are filled to capacity and most of them are exceedingly congested. The high schools are likewise so congested that most of them have been obliged to adopt a double-shift program. From the standpoint of finance it will be more economical to build junior high schools than it will be to build both elementary and secondary schools. Moreover, a system of junior high schools will provide better educational facilities than will additions to our elementary schools and the high schools. By establishing a system of junior high schools, congestion can be most readily relieved in both the elementary and secondary schools.

It seems to have been the policy over a long period of years to build elementary schools of eight rooms. The type of elementary school in Washington is an eight-room building with four classrooms on each of two floors and with a good deal of waste space in the middle of the building. This building was designed to accommodate eight classes, one class for each of the eight grades.

This type of building is wholly inadequate to provide the necessary educational facilities of the modern up-to-date school. Such an

eight-room building provides no manual training room, nor domestic science room, nor domestic art room. It provides no kindergarten. It permits of no differentiation of work among pupils, there being only one class for each grade. Moreover, the seventh and eighth grade classes in these schools are each comparatively small, and the classes in the first two or three grades are usually far above the standard of 40 pupils per class. There are in Washington more than 75 such buildings. Obviously, if the school system is to provide the facilities required in an up-to-date school system, those facilities must be installed in these buildings or provided as additional accommodations. Pupils from these eight-room buildings are now sent to manual training and domestic science centers for their specialized work.

As a means toward improving this system of organization, two buildings in the immediate vicinity of one another have been consolidated under one principal, who has been freed from teaching to supervise the work of 16 or more teachers. In some of these cases of consolidation additional facilities have been provided. In others the accommodations will not permit of the organization of kindergartens or the setting aside of rooms for manual training and domestic-science work.

From the standpoint of housing the public-school pupils so as to provide appropriate educational facilities for them, three definite steps are being taken.

In the first place, certain of these 8-room elementary-school buildings are susceptible of enlargement. Several 8-room additions have been made to such buildings, with a provision in the addition, as soon as money can be secured, of a combination assembly hall and gymnasium. With a 16-room plant of this sort, a kindergarten and rooms for special work can be provided. A 16-room plant thereby becomes a complete educational unit, and it is not necessary for pupils to travel to other buildings to receive instruction in any subjects.

In the second place, some of these buildings can not be extended. The grounds are not sufficient. Some of them are not so constructed that they can be added to without great expense, and others are in such condition that they should be abandoned rather than be developed. Appropriations are not now sufficient to make possible any considerable abandonment.

The third line of development of the building program is the establishment of a junior high school. The establishment of such a school means the taking of pupils from grades 7 and 8 out of several elementary schools in the vicinity. This will relieve an 8-room building of two classes and makes it possible to reduce the

oversized classes in the early grades. In some cases it will make it possible also to establish a kindergarten. The junior high school may become the center to which the pupils of grades 4, 5, and 6 from these 8-room buildings will go to receive their manual training and household-arts instruction. Further, the junior high school will relieve some of the 16-room elementary schools of seventh and eighth grade classes, thereby reducing the congestion in such schools.

From the standpoint of expense the building of one junior high school will bring relief to several smaller elementary-school units at less cost than would be necessary if the same relief were to be provided by the erection of additions to several different buildings.

From an educational point of view the bringing together of a larger number of seventh and eighth grade pupils than are now found in any of our elementary schools will make it possible to better classify those pupils in accordance with their individual capacities and needs.

By establishing several junior high schools, relief will likewise be provided for our overcrowded high schools. The erection of a single junior high school provides relief, therefore, to both the elementary schools and the secondary schools.

#### JUNIOR HIGH SCHOOL ACCEPTED IN WASHINGTON.

The junior high school is an accepted institution in Washington. Two junior high schools—one for white students and one for colored students—have been in operation since 1919. Two additional junior high-school buildings are being erected and will be ready for occupancy it is hoped by September, 1923. It is planned to use the old Eastern High School building as an additional junior high school. Moreover, the citizens of southwest Washington have petitioned that the Jefferson School be converted into a junior high school.

The junior high school is a distinct institution. It differs from the elementary schools in that it offers more extensive instruction, including some high-school subjects. It differs from the high schools in the scope of its work. In some respects it is like the elementary schools and in other respects it is like the high schools. However, it is believed that the junior high school is able to offer better instruction to pupils of grades 7, 8, and 9 than is the elementary school or the high school as at present organized.

#### QUALIFYING TEACHERS FOR JUNIOR HIGH SCHOOLS.

The junior high school is being organized in Washington with a view of providing a more interesting, more diversified, and more efficient program of education for pupils 13, 14, and 15 years of age. Teachers in the junior high school will be expected to teach not only

the ordinary subjects of grades 7 and 8 but also high-school subject matter. A teacher in mathematics, for example, will be expected to teach not only the arithmetic of grades 7 and 8 and the algebra now ordinarily taught in grade eight, but also additional mathematics now covered in the first year of high school.

Teachers are appointed to the elementary schools upon graduation from the normal school or as the result of having passed an examination based upon the subjects to be taught in the elementary schools. The examinations required of prospective teachers in the elementary schools who are not graduates of the local normal schools cover approximately the subject matter to be taught,

The examination required of prospective high-school teachers covers not only subject matter to be taught but deals also with related subjects to the end that teachers shall know not only the subject matter to be taught but shall possess the educational background necessary to teach that subject effectively.

Since the junior high school is comparatively a new institution in Washington and since its program of work differs somewhat from the elementary schools and from the high schools, it becomes necessary to provide methods of qualifying teachers for appointment to positions in that institution. The local normal school does not pretend to prepare teachers for the junior high school. The provision of the organic act of 1906 reads that "Appointment shall be made in the District of Columbia as a result of the completion of a normal-school course, or as the result of passing a satisfactory examination." The general character of the examination required of prospective teachers in the elementary and high schools is prescribed by law. The examination consists of a written examination in subject matter as well as an oral examination having to do with the personality of the candidate.

#### PLAN FOR QUALIFYING ELEMENTARY-SCHOOL TEACHERS FOR JUNIOR HIGH-SCHOOL POSITIONS.

In view of the classification of elementary-school teachers in Washington into five classes, it is obvious that some of the best teachers in the service are to be found in grades 7 and 8, which are to be affected by the junior high-school organization. Such teachers should have an opportunity to demonstrate their qualifications for teaching ninth-year work in addition to their records of satisfactory teaching service in grades 7 and 8. Moreover, it seemed that exclusive opportunity should be given to such teachers already employed in Washington before the teachers outside of Washington were given an opportunity to qualify for junior high-school appointment.

Further, it seems desirable to formulate a new plan of examination for prospective junior high-school teachers which would give greater recognition to the quality of teaching service already rendered than the former plan of examinations has given.

Accordingly, a new plan for the promotion of teachers to the junior high schools was worked out and announced toward the close of the school year 1921-22. The outstanding features of that plan are—

1. Appointments to junior high-school positions are to be made for a limited time exclusively from among those teachers of the upper grades of the elementary schools whose ratings for the past five years average better than "Good."
2. Ratings are to be determined on a basis of 1,000 points, distributed between academic subjects and professional subjects.
3. In lieu of the usual written examination in the academic and professional subjects the plan provides an opportunity for teachers to qualify for places on rated list by offering credentials earned by the pursuit of academic or professional courses.
4. Candidates' standing on the rated list will be based upon the scholarship marks earned as a result of the pursuit of academic courses and professional courses relating to junior high schools.

An eligible list of candidates will be prepared before the opening of schools in September. Another list will be prepared in December or January, and a third list at the close of school in June. This new plan is to be in operation during the school year 1922-23, and may be modified after the close of that school year. The plan announced is as follows:

#### I. ELIGIBILITY FOR PROMOTION.

Only those teachers are eligible for promotion who have (1) normal-school diplomas or equivalent and (2) efficiency ratings for the past five years of better than "Good."

#### II. RATINGS FOR PROMOTIONS.

Ratings will be determined on a basis of 1,000 points, distributed as follows:

(a) Academic, 500 points.

(Certificate may be accepted in lieu of examination. See III following.)

Total allowance for subject matter of course of study to be equally divided between two major subjects.

(b) Professional, 500 points.

1. For amount, quality, and character of teaching, 200 points.

2. For teaching methods, including general and special method and the study of the junior high-school movement, 150 points.

(Certificate may be accepted in lieu of examination. See III following.)

3. For general training, including teachers' further academic or professional preparation beyond normal-school diploma or its equivalent, other than that under A above or (2) of B, 100 points.

4. Attendance record for the school year 1920-1922, 50 points.

## III. SPECIAL ACADEMIC SUMMER COURSES IN THE DISTRICT OF COLUMBIA FOR 1922.

To enable teachers to qualify by certificate for academic rating (under II) in the subject matter of certain courses of study covering the seventh, eighth, and ninth grades of the junior high schools of the District of Columbia, summer courses given by the best instructors available will be offered under the auspices of the Board of Education, as follows:

(a) General statement as to courses.

1. The time covered by each course will be one period of 90 minutes per day for the six weeks (i. e., 30 school days) from July 3, 1922.
2. Four distinct courses will be given, as described hereafter, but each instructor will give his course twice during the six weeks; i. e., will give the same lesson twice each day to two distinct sections.
3. The fee for each course is \$10 per teacher, and as each instructor is guaranteed \$500 it will be necessary to have a registration for each course of at least 50 teachers, thereby permitting the division into two sections to take the two identical courses as provided for in 2 above. For this reason and also because the subject matter of two distinct courses is required for points under the academic ratings (under II) it is expected that each teacher eligible will register for two courses.

(b) Registration for courses.

1. Only those teachers eligible for promotion (see I above) may register for these courses.
2. Preference in registration will be given to teachers in the following order:
  1. Teachers now of Classes IV and V now assigned to junior high school work.
  2. Those now teaching in seventh and eighth grades in schools first to be affected by the establishment of junior high schools.
  3. Those now teaching in other seventh and eighth grades.
  4. Those now teaching in fifth and sixth grades.
3. Registration must be made with Mr. Harry O. Hine, secretary of the Board of Education, and fees paid on or before Friday, June 2, 1922.

(c) Courses given.

1. English, covering—(1) functional grammar, essentials of correct expression; (2) composition, essentials of clear speaking and writing; (3) selected short stories, poems, Treasure Island, The Odyssey, A Midsummer Night's Dream; (4) facts and backgrounds of English and American literature, essentials to the course. Textbook to be announced.
2. Mathematics, covering—arithmetic, algebra, intuitive geometry, graphic work, elementary numerical trigonometry, and a few theorems of demonstrative geometry to exemplify logical thinking. Textbook, Wentworth, Smith, and Brown's Junior High School Mathematics.
3. History, covering—United States history, civics, ancient and medieval history. Textbooks, Robinson and Breasted's European History; Ancient and Medieval; Beard and Barley's History of the American People.
4. Geography, covering—political geography of South America and the Eastern Hemisphere, and the commercial and physical geography of North America. Textbooks to be decided.

(d) Valuation of courses.

Based on the scholarship mark given by the instructor, points under the academic rating (maximum 250) will be given by the board of examiners to a teacher for each of two of the above courses successfully pursued. This means that no further examination in the subject matter of a course will be required by the board of examiners of those who receive a passing mark in that course.

The same procedure will be followed in the case of identical courses taken in accredited summer schools during 1922.

#### IV. CREDIT FOR PROFESSIONAL COURSES.

1. In lieu of an examination on teaching methods prescribed under (2) of professional rating (maximum 150 points) points will be given by the board of examiners based on the scholarship mark obtained by the teacher for properly certified course or courses taken during the past five years and successfully pursued.
2. Those claiming credit under (3) of the professional must submit at once certificates as to the same giving full details.

#### V. RATED LIST OF ELIGIBLES.

1. Those furnishing certificates to the board of examiners on or before September 1 in lieu of all examinations as specified above will be placed at once on a rated list of eligibles from which appointments will be made in order of rank at the beginning of the school year 1922-23.
2. Examinations, in whole or in part, will be held in December, 1922, and June, 1923, for those who can not offer both certificates in 1 above.
3. A combined rated list of all eligibles will be made after each of the above examinations, from which appointments will be made in order of rank.

#### VI. EMPHASIZED OPPORTUNITIES.

Teachers who are able to offer credentials for the courses announced herein and for professional courses pursued, as indicated above, will not be required by the board of examiners to take any written examination whatsoever under the auspices of the board of examiners. The above credentials will be accepted by the board of examiners in lieu thereof. Teachers who offer proper credentials in the academic subjects will be given an opportunity to take the examination conducted by the board of examiners in the professional work. Teachers who offer professional credentials will have an opportunity for passing an examination in academic work.

For the information of teachers in the making of their plans announcement is here made that it is the expectation that extension courses in junior high school methods will be offered during the school year 1922-23 by professors from Columbia University.

#### VII. PERIOD OF ELIGIBILITY.

Eligibility to appointment determined by the plan herein outlined will run for a period of two years. The Board of Education reserves the right to modify this plan of examinations after June 30, 1923.

## COURSES FOR TEACHERS OFFERED DURING THE SUMMER OF 1922.

In accordance with the announced plans courses were offered in English, mathematics, and geography during the summer of 1922. The course in English was offered by Mr. Maurice J. Lacey, principal of the West Roxbury High School, Boston. The course in mathematics was given by Miss Vera Sanford, of Lincoln School, Teachers College, Columbia University. The course in geography was conducted by Miss Alice Munn, of the Maryland State Normal School, Towson, Md. Each instructor lectured to the teachers of the first nine divisions at the Central High School, and to the teachers of divisions 10 to 13 at the Dunbar High School. The registration in these courses was as follows:

Subject.	Divisions.	Attendance.
English.....	1 to 9	29
	10 to 13	21
Mathematics.....	1 to 9	33
	10 to 13	16
Geography.....	1 to 9	28
	10 to 13	17

It is expected that as a result of these courses conducted during the summer, enough teachers in our own system will qualify for junior high school positions to fill any positions which may become vacant in the Columbia or Shaw Junior High Schools.

It is expected also that teachers who pursued the academic courses during the past summer will subsequently pursue professional courses and thereby become eligible for appointment by the time additional junior high schools may be opened in February or September, 1923.

In making the above provisions for qualifying teachers now in the service for appointment to junior high school positions, the superintendent has undertaken to establish a plan which will not require more of teachers than is absolutely necessary to guarantee to the pupils appropriate instruction in the subjects which junior high school teachers are expected to teach.

The scope of academic work covered in the courses offered during the past summer did not extend beyond the boundaries of the courses of study which the junior high school pupils are expected to cover. It is believed that the procedure outlined above will appeal to teachers as a commendable procedure.

## **VI. WHY EDUCATIONAL PROGRESS IN WASHINGTON IS SO SLOW.**

When the present superintendent of schools took office on July 1, 1920, he knew that the administration of the school system of Washington involved many difficulties. Superintendents of other cities told him that it was considered by schoolmen one of the most difficult superintendencies in the United States. Some of the well-informed citizens of Washington confirmed this opinion. The members of the Board of Education who conferred with the present superintendent on the possibility of his coming to Washington did not, in any way, undertake to minimize the obstacles to educational progress in Washington; on the contrary, they pointed out many of them and discussed them freely.

During the past two years the superintendent has given thoughtful consideration to the needs of the school system and particularly to those conditions which retard educational progress and leave so many needs unmet. As the final section of his second annual report, the superintendent undertakes to formulate an answer to the question, Why is educational progress in Washington so slow?

The purpose in undertaking to answer this question is constructive, not destructive. The description of present conditions is intended to be dispassionate. Officials, committees, and boards are discussed as agencies and not personally. This section of the report has been written in the belief that, if the reasons for slow progress are clearly understood, the remedy or remedies will be obvious.

### **EDUCATIONAL PROGRESS IS SLOW.**

Educational progress in a city school system depends on two fundamental considerations: First, a comprehensive, well-defined educational program for the city; and, second, the resources with which to put that program into operation in a systematic manner. From time to time in the past the Board of Education and the superintendent of schools have set forth convincing and unmistakable evidence of the needs of the school system and the proposed educational policy to be followed in satisfying those needs. In altogether too many cases the financial resources and the necessary educational legislation have not been forthcoming. Educational progress in Washington is slow because under the present system of educational control and financial support the needs of the school

system are allowed to become acute before consideration is given to improvement and relief then comes altogether too slowly.

*A. Present needs are numerous and pressing.*

The present needs of the school system are numerous and pressing. The shortage of schoolhouse accommodations is acute. The need of constructive legislation is likewise urgent.

IN ELEMENTARY SCHOOLS.

The elementary school buildings are not sufficient to accommodate the pupils. Some brief statements of conditions will justify this general assertion. The following statements are based upon conditions as of November 1, 1921, when a comprehensive study was made by the superintendent of schools:

1. The Board of Education rents 14 different parcels of property for classroom use. These rented quarters are for cooking, sewing, manual training, atypical, and Americanization classes. The board pays over \$15,000 per year in rental. Most of these rented quarters are illly adapted to school work, and by a ruling of the District authorities no public appropriations for repairs can be used for the improvement of rented property.

From necessity, school principals have undertaken to use every available space within the buildings for classroom purposes. Halls, small storerooms, office rooms, and basement rooms never intended for classroom purposes have all been pressed into service. To eliminate rented quarters and undesirable rooms would require 58 additional classrooms.

2. In the absence of enough classrooms for regular classes, pupils have been put on part time, thereby receiving three and a half hours of education instead of five hours, to which they are entitled. Nineteen additional classrooms would be necessary to accommodate such classes.

3. Seventy-one portables were in use in the elementary schools in November, 1921. Seven additional portables were in use in the high schools. It would, of course, take 71 classrooms to eliminate the use of the portables in the elementary schools.

4. Another condition forced upon the schools by inadequate schoolhouse accommodations is the oversize class. In November, 1921, there were in the elementary schools 494 classes with over 40 pupils, some of them with over 50 pupils. It would take 57 additional classrooms to accommodate these excess pupils in classes of 40.

Classes of 45, 48, and 50 pupils necessitate mass instruction. The desirable individual instruction is impossible. Many pupils fail of promotion and hence must repeat the grade. This not only retards the pupil but it increases the congestion in the school.

## VI. WHY EDUCATIONAL PROGRESS IN WASHINGTON IS SO SLOW.

When the present superintendent of schools took office on July 1, 1920, he knew that the administration of the school system of Washington involved many difficulties. Superintendents of other cities told him that it was considered by schoolmen one of the most difficult superintendencies in the United States. Some of the well-informed citizens of Washington confirmed this opinion. The members of the Board of Education who conferred with the present superintendent on the possibility of his coming to Washington did not, in any way, undertake to minimize the obstacles to educational progress in Washington; on the contrary, they pointed out many of them and discussed them freely.

During the past two years the superintendent has given thoughtful consideration to the needs of the school system and particularly to those conditions which retard educational progress and leave so many needs unmet. As the final section of his second annual report, the superintendent undertakes to formulate an answer to the question. Why is educational progress in Washington so slow?

The purpose in undertaking to answer this question is constructive, not destructive. The description of present conditions is intended to be dispassionate. Officials, committees, and boards are discussed as agencies and not personally. This section of the report has been written in the belief that, if the reasons for slow progress are clearly understood, the remedy or remedies will be obvious.

### EDUCATIONAL PROGRESS IS SLOW.

Educational progress in a city school system depends on two fundamental considerations: First, a comprehensive, well-defined educational program for the city; and, second, the resources with which to put that program into operation in a systematic manner. From time to time in the past the Board of Education and the superintendent of schools have set forth convincing and unmistakable evidence of the needs of the school system and the proposed educational policy to be followed in satisfying those needs. In altogether too many cases the financial resources and the necessary educational legislation have not been forthcoming. Educational progress in Washington is slow because under the present system of educational control and financial support the needs of the school

system are allowed to become acute before consideration is given to improvement and relief then comes altogether too slowly.

*A. Present needs are numerous and pressing.*

The present needs of the school system are numerous and pressing. The shortage of schoolhouse accommodations is acute. The need of constructive legislation is likewise urgent.

IN ELEMENTARY SCHOOLS.

The elementary school buildings are not sufficient to accommodate the pupils. Some brief statements of conditions will justify this general assertion. The following statements are based upon conditions as of November 1, 1921, when a comprehensive study was made by the superintendent of schools:

1. The Board of Education rents 14 different parcels of property for classroom use. These rented quarters are for cooking, sewing, manual training, atypical, and Americanization classes. The board pays over \$15,000 per year in rental. Most of these rented quarters are illly adapted to school work, and by a ruling of the District authorities no public appropriations for repairs can be used for the improvement of rented property.

From necessity, school principals have undertaken to use every available space within the buildings for classroom purposes. Halls, small storerooms, office rooms, and basement rooms never intended for classroom purposes have all been pressed into service. To eliminate rented quarters and undesirable rooms would require 58 additional classrooms.

2. In the absence of enough classrooms for regular classes, pupils have been put on part time, thereby receiving three and a half hours of education instead of five hours, to which they are entitled. Nineteen additional classrooms would be necessary to accommodate such classes.

3. Seventy-one portables were in use in the elementary schools in November, 1921. Seven additional portables were in use in the high schools. It would, of course, take 71 classrooms to eliminate the use of the portables in the elementary schools.

4. Another condition forced upon the schools by inadequate schoolhouse accommodations is the oversize class. In November, 1921, there were in the elementary schools 494 classes with over 40 pupils, some of them with over 50 pupils. It would take 57 additional classrooms to accommodate these excess pupils in classes of 40.

Classes of 45, 48, and 50 pupils necessitate mass instruction. The desirable individual instruction is impossible. Many pupils fail of promotion and hence must repeat the grade. This not only retards the pupil but it increases the congestion in the school.

5. Part time is a term used in Washington to refer to classes above the second grade who are receiving less than a full day of instruction. Washington is one of the few cities in the country to-day that does not provide a five-hour educational program for pupils in Grades I and II. Progress is already being made toward a five-hour program for pupils in these grades. Teachers of Grades I and II whose rooms are not used by another class return to the rooms in the afternoon to give instruction to those pupils who desire or need extra instruction.

In November, 1921, there were 152 rooms which were used by two different first and second grade classes. One class uses the room from 9 until 12.30 o'clock, the other from 1 until 4.30 o'clock.

6. In view of the necessity of providing accommodations for elementary-school pupils required by law to attend school, the policy of the board of education of providing kindergartens in all elementary schools can not be carried out. Many children of kindergarten age are annually refused admission because of lack of room.

7. Some of the elementary-school buildings now in use are unsatisfactory. In 1908 a congressional commission recommended the immediate abandonment of 10 buildings. Two of these buildings (which were erected in 1868) are still in use. Moreover, the same commission recommended the early abandonment of eight additional buildings. Not one of these buildings has been abandoned. On the contrary, they are being used to their full capacity and are housing over 3,000 pupils.

#### IN HIGH SCHOOLS.

The following table indicates the number of pupils in excess of the high-school accommodations on November 1, 1921:

School.	Capacity.	Enrollment November 1, 1921.	Excess over capacity in 1921.
Business.....	900	1,281	381
Central.....	2,309	3,072	772
Eastern.....	350	884	534
McKinley.....	1,100	1,464	364
Western.....	650	894	244
Columbia Junior High <sup>1</sup> .....	300	251	(2)
Armstrong.....	300	880	580
Dunbar.....	1,200	1,540	340
Shaw junior High <sup>1</sup> .....	250	65	(3)
Total.....	7,350	10,331	3,215

Net excess over capacity in 1921, 2,981.

<sup>1</sup> Ninth grade only.

<sup>2</sup> Minus 49.

<sup>3</sup> Minus 185.

To meet the situation several high schools have been forced to divide their enrollment into practically two schools, one coming to school early and leaving early, the other coming about noon and re-

maining late. In all cases pupils are deprived of some of the school privileges and educational opportunities.

In the District of Columbia there are five high schools for white pupils and two high schools for colored pupils. A brief statement concerning each high school follows:

*Business High School.*—This building has a capacity of 900 pupils. The enrollment on November 1, 1921, was 1,281 pupils. During the school year 1920-21 several sections of entering pupils were organized into an afternoon section beginning at 12 and closing at 4.30. During that school year the remainder of the school was on the regular day, 9 to 2.30. A similar plan was in operation during the school year 1921-22.

This school has always had difficulty in taking care of its enrollment. It has been moved from one school building to another very frequently since it was established in September, 1890.

As far back as February, 1908, the school was operated on a two-shift program, with a portion of the pupils attending between the hours of 1.20 p. m. and 4.30 p. m. This double-session provision continued for two years, or until an addition was occupied, in November, 1909. For a period of four years either the Harrison School or the old Central High School was used as an annex to the Business High School.

The present building can not be enlarged because the ground will not permit and because the walls will not permit of adding an additional story.

*Central High School.*—This building has a capacity of 2,300 pupils. The enrollment on November 1, 1921, was 3,072 pupils. During the last half of the school year 1920-21 the attendance of the Central High School exceeded the capacity of the school to such an extent that an afternoon session was established in February, accommodating first semester pupils, running from 12.15 p. m. to 4.20 p. m. Similar arrangements were continued during the school year 1921-22. In February, 1922, not only the first but the second semester pupils had to be accommodated in the afternoon session.

*Eastern High School.*—This building has a capacity of 350 pupils. The enrollment on November 1, 1921, was 884 pupils. This school was put on a double-shift program at the beginning of the school year 1920-21. Approximately 500 pupils were in attendance from 8.15 to 12.20 and about 150 pupils were in attendance from 12.45 to 5 o'clock. To do this it was necessary to put the school on a five-period day rather than continuing a six-period day. This made it necessary to omit the minor subjects from the programs of all pupils pursuing the business course. The same program was continued during the school year 1921-22.

*McKinley Manual Training School.*—This building has a capacity of 1,100 pupils. The enrollment on November 1, 1921, was 1,464 pupils. During the school year 1920-21 a number of sections of the pupils electing to attend the McKinley Manual Training School were assigned to occupy rooms for a large portion of their work in the old Central High School at Seventh and O Streets. This arrangement proved so unsatisfactory that it was not attempted during the school year 1921-22. With so much shop work and machine work requiring two continuous periods or double periods it is very difficult, if not impossible, to organize the McKinley Manual Training School on a two-shift program. Some of the shop work is now carried on before school hours and after school hours.

The fact that a considerable number of pupils attending the McKinley Manual Training School work after school hours makes it seem inadvisable to attempt to operate a double-shift program at McKinley if it can be avoided.

*Western High School.*—This building has a capacity of 650 pupils. The enrollment on November 1, 1921, was 894 pupils. A double-shift plan was introduced into Western High School in September, 1920, when the first-semester pupils, numbering about 225, were put into an afternoon school. The hours of the morning school were from 8.30 to 12.35 and for the afternoon school from 1 to 4.20.

During the school year 1921-22 the morning school was extended to a sixth period which overlapped the first period of the afternoon session. During the year the school was in continuous session from 8.30 to 4.10. Moreover, on account of numbers the afternoon school was obliged to take care not only of first-semester but of second-semester pupils as well.

*Armstrong Manual Training School.*—This building has a capacity of 300 pupils. The enrollment on November 1, 1921, was 880 pupils. The same difficulty which has already been pointed out as existing in the McKinley Manual Training School also exists in the Armstrong Manual Training School. The school has not introduced a double-shift program, but has lengthened its school day by beginning school at an earlier hour and continuing a little later in the afternoon. Five portables were in use during the school year 1920-21 and two more were added in the school year 1921-22.

*Dunbar High School.*—This building has a capacity of 1,200 pupils. The enrollment on November 1, 1921, was 1,540 pupils. The business high school for the colored pupils was formerly a separate school. It was consolidated with the Dunbar High School when the new building was opened in 1916. There are approximately 325 pupils in the business-practice department. The logical program for relieving the Dunbar High School will be to provide at an early date a separate business high school for colored pupils.

*B. Relief for pressing needs comes too slowly.*

Evidence that relief for the pressing needs of the school system comes too slowly is overwhelming. The fact that the conditions just described exist indicates that proper relief has not been provided. The further fact that adequate appropriations have not yet been made proves that the needs of the school system are not being met.

A congressional commission consisting of the engineer commissioner, the Supervising Architect of the Treasury, and the superintendent of schools, under a legislative order from Congress, investigated the need of schoolhouses in the District of Columbia and prepared an exhaustive report, which was published in 1908. In that report they recommended the immediate abandonment of 10 buildings, the early abandonment of 8 other buildings, the abandonment of Central and Eastern High School buildings, the replacement of the M Street High School for colored pupils by a new high school building, the construction of two new normal schools (one for white and one for colored pupils), and increased appropriations for assembly rooms and gymnasiums, for playgrounds and athletic fields, and for sites and buildings. The situation regarding each of these recommendations is briefly stated in the following paragraphs:

After 14 years, 2 of the 10 buildings recommended for immediate abandonment are still in use. The others were likewise continued in use for a period of 2 to 8 years.

Of the eight buildings recommended for early abandonment all are still in use. They contain over 80 classrooms and house over 4,000 elementary-school pupils. One of the buildings has no resident pupils, but continues to provide specialized instruction in manual training, cooking, and sewing.

The old Central High School building was replaced by the new Central High School, which was completed and occupied in 1916, a period of eight years after the recommendation was made for the construction of a new building.

The new Eastern High School, now in the process of construction, will probably be ready for occupancy by February 1, 1923. Thus 15 years will have passed before the recommendation for a new Eastern High School will have been carried out.

The old M Street High School was replaced by the Dunbar High School, which was opened in 1916, eight years following the recommendation of the commission.

The Wilson Normal School for prospective teachers in the white schools was opened in February, 1913, five years after the recommendation of the commission that a new mormal school be constructed.

The Miner Normal School, for prospective teachers in the colored schools, was opened in September, 1914, six and one-half years after the commission recommended the construction of such a building.

Since 1908, when the commission recommended that more assembly halls and gymnasiums be provided in elementary-school buildings, more than 30 elementary-school buildings have been erected and enlarged. Of the buildings with 12 or more rooms, 10 have been provided with assembly rooms and 5 have not. No elementary schools in the District of Columbia have gymnasiums.

Although the commission of 1906 recommended the establishment of athletic fields, no such fields have been appropriated for. Many of our school playgrounds surrounding school buildings are inadequate. Requests have annually been made for appropriations for the enlargement of school playgrounds. No provision is made in the appropriations for the supervision of school playgrounds after school hours.

The commission recommended increased appropriations for sites and buildings. If the recommendations of the commission had been followed, \$8,800,000 would have been appropriated from 1909 through 1920. There was actually appropriated for buildings and grounds over this period \$6,185,605, or \$2,614,395 less than the commission anticipated would be necessary.

Finally, the appropriations for classrooms for elementary-school use in the appropriation act for 1923 will serve to illustrate the point that appropriations are not made even when the needs are obvious and pressing. Even though uncontrovertible evidence was presented indicating that on November 1, 1921, 205 classrooms would have been necessary to eliminate portables, rented quarters, and other undesirable rooms; to reduce oversized classes and to eliminate part-time classes; in spite of a regular annual increase of attendance in the elementary schools of enough pupils to fill a 24-room building; and even though appropriations had already been made for the construction of only 56 additional classrooms, which were under construction, nevertheless the appropriation act for 1923 carries appropriations for only 24 additional classrooms for elementary schools.

#### C. *Much legislation now needed.*

Much general legislation affecting the school system is needed. Some of it is now before Congress. Other legislation is in preparation. Real educational progress in many lines awaits the enactment of this legislation.

1. The members of the Board of Education are now appointed by the justices of the Supreme Court of the District of Columbia. The court as a body petitioned Congress to be relieved of this responsibility. As a result, bills were introduced into Congress providing

for the transferring of this power from the court to the Commissioners of the District of Columbia or to the President of the United States. This legislation is now before Congress.

2. A teachers' salary and school reorganization bill was introduced in Congress and is now on the calendar of the Senate and House.

3. A new compulsory attendance law and school census bill was introduced. The bill passed the Senate and is on the Unanimous-Consent Calendar of the House.

4. A bill providing free textbooks and educational supplies for high-school pupils as well as continuing the present policy of providing free textbooks and supplies for elementary-school pupils was introduced in both House and Senate. No action was taken on the bill in either branch of Congress.

In addition to the above legislation, which is actually before Congress in the form of bills, changes in the present organization and administration of the school system must await legislative authorization from Congress.

1. Comprehensive reorganization legislation is under consideration by a joint committee of the House and Senate on school needs. This committee has spent nearly a year in the study of the school situation and will report to Congress at the next session.

2. The development of the junior high schools is contingent upon the establishment of a salary schedule and upon certain reorganizations in the elementary schools. Seventh and eighth grade classes can not be removed from the elementary schools until legislation is secured which will provide a salary for elementary-school principals not based on an eighth-grade teacher's salary plus session-room pay.

#### EDUCATIONAL PROGRESS CONTINGENT UPON APPROPRIATIONS AND LEGISLATION.

It is a generally accepted principle in educational administration that the authority which controls the appropriations for education, whether it be the Nation, the State, the city government, or the board of education, controls education. Money is the means by which a school system is organized and maintained. Failure on the part of the appropriation power to provide money for progressive educational activities makes an educational system unprogressive. Failure to provide money for adequate salaries means mediocre teachers and ineffective education. Failure to build enough school-houses means overcrowded classes, portables, and poorly adapted rented accommodations, and such conditions make impossible the best teaching. In short, the amount of the appropriation bears a direct relation to the educational possibilities to be created therefrom. No appropriation means no schools. Inadequate appropria-

tions mean inadequate education, and generous appropriations make superior education a possibility.

Money alone will not make a school system efficient, but money makes an efficient school system a possibility. Without sufficient money an efficient school system is an impossibility. Adequate financial support for a school system is fundamental. Without adequate financial support a system of average or ordinary education can never become efficient; without sufficient money the best school system must deteriorate.

The school system of Washington is organized and operated on the basis of the general organic law passed in 1906. That law established a Board of Education and described its powers. It defined the authority of the superintendent of schools and established a staff of educational officers. The law also defined in a general way the general functions of those officers. The same law established a salary schedule for all officers and teachers.

The organic act undertook to define in considerable detail the functions of officers and the organization of the school system. Changes, therefore, in the functions of officers can be made only through legislation. Moreover, changes in the organization of the school system as defined in the organic act can likewise only be made through legislation. Educational progress in the organization and administration of the school system is largely contingent on the enactment of legislation by Congress.

Since the passage of the organic act in 1906 Congress has passed a child labor law, on May 28, 1908, and a teachers' retirement law, on January 15, 1920. Aside from these two laws, which do not affect the organization or administration of education in the District of Columbia, Congress has passed no laws affecting the school system. The annual appropriation bills have carried some legislative provisions.

Many changes in the organization and administration of education ordinarily made by action of the board of education must in Washington await legislative authorization from Congress.

The case of the new health school furnishes one of the most recent illustrations of the delay in educational progress due to the necessity of going to Congress for legislative authority.

The law provides that pupils having tuberculosis in any stage shall not be permitted to attend the regular public schools with other children. They may only attend a school organized exclusively for them. To provide instruction for such pupils, the Board of Education established such a school in a suburban building—the Hamilton School. Everyone recognized that it was not well adapted for such purpose and expected that it would be so used only temporarily. In January

and February, 1921, the public became indignant because better accommodations had not been provided for these afflicted children.

When the school authorities prepared their program of school-house construction to be incorporated in the deficiency bill in 1921, an item for a school to replace the Hamilton School was included. Since the District owned ground which seemed to the commissioners appropriate for the location of such a school, no request was made for an appropriation for a site.

The building program carrying an item of \$150,000 for a new health school to take the place of the Hamilton School was passed by Congress on June 16, 1921. The money became immediately available.

Opposition on the part of citizens in the vicinity of the proposed site developed. The citizens secured a temporary injunction against the Commissioners of the District of Columbia to prevent the commissioners from locating the school on the proposed site. This injunction was subsequently made permanent by the court. An appeal has since been taken. The permanent injunction was issued on the ground that Congress had specified other uses for the proposed site and had never authorized the use of the site for school purposes.

Subsequently a bill was introduced in the Senate authorizing the commissioners to use the proposed site for the location of the new health school. A similar bill was likewise introduced in the House. Neither bill has yet been enacted into law. The plans for this school have been completed and are ready to be advertised. Apparently the school can not be located without legislation.

Two observations may be made from this illustration:

1. Even though the erection of a school building for tubercular pupils appeared in February, 1921, to be of such urgency as to justify including an item under the head of "emergency" in a deficiency appropriation, nevertheless a year and a half have passed without more being done to satisfy this need than to prepare the plans for the building. The delay has been due to the necessity under present conditions of securing legislation from Congress. The fact is that even in an emergency of this sort it is difficult to secure the necessary legislation to meet the situation.

2. The location of a building is an administrative and not a legislative matter. The location of a school building for educational purposes in the District of Columbia is a matter which should not be contingent upon securing specific legislation for the purpose, but such authority should be vested in some administrative agency.

#### METHODS OF SECURING SCHOOL APPROPRIATIONS.

The financial year, as well as the school year, begins on July 1 of each calendar year and closes on the thirtieth day of the following June. The school appropriations for each financial year are made as

part of the annual appropriations act making appropriations for the District of Columbia.

The school estimates originate with the Board of Education. Toward the close of a given financial year the board begins the preparation of the school estimates for the second following financial year. Estimates must always be based on school conditions which have to be predicted 12 or 15 months in advance.

The Board of Education transmits the school estimates to the Board of Commissioners of the District, who transmit them to the Bureau of the Budget. From the Bureau of the Budget they follow the same procedure that all appropriations of the National Government follow. The procedure and the results of that procedure will be clearly indicated by a description of the handling of the school estimates for the fiscal year ending June 30, 1923.

#### THE SCHOOL ESTIMATES FOR 1923.

The Board of Education began the preparation of the school estimates for the year ending June 30, 1923, by reviewing the written statements of school needs submitted by the various citizens' associations of the District. Each school officer also made a written statement to the superintendent of schools outlining the needs of his school. The superintendent and the two assistant superintendents, together with two members of the Board of Education, held hearings on the requests submitted by officers, in order to obtain some idea of the comparative urgency of the various needs described.

Following this gathering of information, the school officials prepared and submitted to the Board of Commissioners on July 22, 1921, a school budget calling for appropriations amounting to \$10,446,608.24. In this budget proper recognition was given to the comparative needs of the schools for white and colored pupils, and the estimates for land and buildings were divided on the basis of approximately 70 per cent for the white schools and 30 per cent for the colored schools. The budget carried requests for the appropriations necessary to make some progress toward making up accumulated deficiencies incurred by the war. The budget was not padded but on the contrary represented a businesslike attempt to meet the educational needs of Washington.

After receiving and considering the school estimates as submitted by the Board of Education the Board of Commissioners advised the school officials that the school estimates should be reduced by \$2,500,000, and invited the school officials to suggest what items might be reduced with the least detriment to the school system. The school officials submitted to the commissioners a memorandum indicating possible reductions amounting to \$2,318,920. The commissioners followed in general the suggestions of the school officials, but made

certain reductions and changes not suggested by school officials. The school estimates as finally sent to the Bureau of the Budget totaled \$7,930,302.24, a reduction of \$2,516,306 in the budget as submitted by the Board of Education.

The school estimates, along with other estimates for the District of Columbia, were then forwarded to the Bureau of the Budget, where the school estimates were further reduced by \$316,222.24. Since the Bureau of the Budget is a branch of the executive department, working under the direction of the President, the President transmits all estimates to Congress. The school estimates as transmitted by the President amounted to \$7,614.280.

The estimates are handled first by the House of Representatives and then by the Senate. The Committee on Appropriations of the House is subdivided to handle the various appropriation bills. The subcommittee on appropriations for the District of Columbia consisted of five members.

The subcommittee held executive hearings on the estimates covering a period of 26 days. The testimony of District officials covers 1,031 pages; that relating to the school needs, 387 pages. No items were increased, and the school estimates were reduced by \$756,820. The Committee on Appropriations reported the appropriations bill for the District of Columbia to the House, where, with a few exceptions, it passed as reported by the committee. The total budget for schools as it passed the House was \$6,857,460.

The appropriations bill then went to the Senate, where it was referred to the corresponding subcommittee of the Senate. This committee devoted only a few hours to the school needs, reduced no items, and restored to the bill items for schools reduced or eliminated by the House amounting to \$616,180. The total budget for schools as it passed the Senate was \$7,473,640.

The Senate had made 33 changes in the bill as passed by the House. The differences in the bill as it passed the House and Senate were adjusted by a conference committee, as is the practice, made up of three conferees from each body.

The final outcome of the conference committee adjustments on these 33 differences was for the House to agree to 9 changes proposed by the Senate, increasing the estimates \$378,300, and to refuse to agree to 22 other items modified by the Senate amounting to \$378,880. Two other items were the subject of compromise.

The report of the conferees then went to each legislative body of Congress for approval. The bill was finally passed by Congress and approved by the President on June 29, 1922. The law became effective on July 1, 1922.

To understand thoroughly the full significance of methods of making appropriations for the school system of Washington one must take into consideration not only the agencies which participate in the determination of the school estimates but also certain conditions which are attendant upon their work. Some of these conditions are here briefly noted:

1. The law requires that the school estimates shall first be made public when transmitted to Congress by the President. In the preparation of the estimates, therefore, neither the Board of Education nor the Commissioners of the District of Columbia nor the Bureau of the Budget may make public any information contained in those estimates.

This legislative restriction is more significant than might at first appear. It means that from the time the Board of Education writes the estimates in June or July until they are made public by Congress the people of the District of Columbia, for whose children the estimates are to provide education, are kept in entire ignorance of what has or has not been included in the Budget. It means further that the people of the District of Columbia who pay 60 per cent of the expenses involved in the estimates are precluded from exercising any activity in support of adequate appropriations for the schools. It means further that neither the Board of Education nor the Commissioners of the District, both of whom may be presumed to represent the community, are in a position to call public opinion to the support of adequate school appropriations.

In fact there is no systematic provision made whereby the people of the District of Columbia may appeal to the several agencies dealing with the budget. Individuals do intercede. Citizens' associations adopt resolutions which are forwarded to those handling the school budget. However, there is no organized provision made for expression of public interest in school matters.

2. The people of Washington have no vote. They have no legislative body governing them aside from the commissioners. They elect no local officers, neither do they vote for any national officers. The persons or committees most responsible for fixing the appropriations for education do not bear any political relationship to the people for whose children the school system is organized and operated.

The Board of Education is appointed by the judges of the Supreme Court of the District of Columbia. The Board of Commissioners, who are the executive officers for the District of Columbia, are appointed by the President and confirmed by the Senate. The Bureau of the Budget and the committees of Congress who deal with the school estimates are national rather than local agencies.

3. In the process of making appropriations for the school system of the District of Columbia the subcommittee of the Appropriations Committee of the House of Representatives undoubtedly exercises the largest and most final authority. Although when the estimates of the Board of Education that reach Congress have been approved by the Commissioners of the District of Columbia and by the Bureau of the Budget the subcommittee on appropriations examines carefully every item and its final judgment as a rule prevails. The school appropriations depend very largely on the five men on this subcommittee.

4. In no other American city is there to be found such a system of making school appropriations.

#### METHODS OF OBTAINING LEGISLATION.

The Congress of the United States is the legislative body for the school system of the District of Columbia. The so-called organic act, passed by Congress in 1906, is the fundamental law under which the school system is now operated. With the exception of the teachers' retirement law and the child labor law, no legislation affecting the organization and administration of the school system of Washington has been passed by Congress since 1906.

As has been indicated elsewhere in this report, many educational developments have taken place since 1906. The school system of Washington has been unable to introduce many of these changes because the present organic act does not permit such changes. Moreover, to secure appropriate congressional legislation for the schools is not an easy matter.

In the House of Representatives bills affecting the school system are referred to the District Committee, which is a committee of 21 members. After hearings have been held and favorable action taken it is then reported to the House. The rules of the House provide for one so-called "District day" each month. On that day the chairman of the District Committee may present for consideration in the House any legislation which his committee has agreed to have presented. During the past year many District bills have received the consideration of the District Committee. Many bills have been reported favorably to the House. At the time of the writing of this report many bills favorably reported by the District Committee of the House still remain on the calendar.

While it would appear that one day per month would be sufficient for the enactment of legislation affecting the District of Columbia, nevertheless much important legislation fails of passage each year. It not infrequently happens that the Rules Committee sets aside

District day in order that the House may consider national legislation which the Rules Committee feels is of more importance.

Still another reason for the failure of so much District legislation lies in the fact there is a surprisingly large amount of it, owing to the fact that neither the commissioners nor the Board of Education has the authority to deal with many problems of administrative character. Careful examination of the legislation proposed to the District Committee will show that a considerable proportion of it deals with administrative matters ordinarily handled by executive officers and not by a legislative body. Such items as the naming of streets, the opening and extension of streets, and the location of the tubercular school are illustrations of administrative and not legislative functions.

In the Senate school legislation is referred to the District Committee of the Senate. After having been considered by the District Committee and favorable action taken the legislation is placed on the calendar of the Senate. Practices of the Senate differ from practices of the House—there is no District day in the Senate. Legislation affecting the school system appears on the Senate calendar with all other legislation. From time to time in the Senate the calendar is called. Bills against which no Senator objects are taken up and passed. If a single Senator objects to the consideration of any bill, that bill is passed over without receiving further attention. This is the uniform practice of the Senate regarding all legislation similar to the legislation affecting the school system.

#### COMPULSORY SCHOOL ATTENDANCE AND SCHOOL CENSUS AS AN ILLUSTRATION.

To illustrate the difficulty of securing legislation for the school system a brief description of the progress of the compulsory school attendance and school census bill may be cited. Nearly two years ago the combined social agencies of the District of Columbia prepared and caused to be introduced to the Congress a bill combining compulsory school attendance, child labor, and other allied provisions. Hearings were held by the Senate and strong opposition developed to the child-labor provisions. The revised provisions of the present law relating to school attendance met with no opposition.

In the consideration of a constructive educational program for the District, certain Senators requested the school officials to prepare a new compulsory school attendance and school census bill. They suggested that the provisions relating to child labor be omitted and they expressed the opinion that a school attendance bill, for which there is an outstanding need in the District, would meet with no opposition.

The school officers prepared such a bill and it was introduced into the Senate on June 10, 1921. It was referred to the Senate Committee on the District of Columbia, considered by the committee and reported favorably to the Senate. This bill carried the united support of the people of the District of Columbia, the support of school authorities and of the Commissioners, and had the backing of every social agency in Washington. No opposition to the bill developed.

Each time that the calendar of the Senate was read under rules of the Senate, a Senator objected to the consideration of this bill and it was accordingly passed over. Finally on September 6, 1922, after the bill had been before the Senate for 15 months the bill was taken up and unanimously passed.

The action of the Senate was reported to the House and the bill was referred to the District Committee. The District Committee considered the bill promptly and designated a subcommittee of three to consider it in detail and report to the whole committee. The subcommittee held a hearing and no opposition to the bill developed. Certain minor amendments were recommended by the subcommittee, all of them in the interest of securing the prompt passage of the bill. The whole committee approved the bill and secured its place on the Unanimous-Consent Calendar of the House. The title of the bill was read but objection was made to the bill so that it has not yet been passed by the House.

In general, no legislation is likely to secure the approval of the District Committee against which any appreciable amount of opposition develops. In the absence of voting power or any direct participation in the administration of the District, the citizens of Washington have organized themselves into a large number of local citizen's associations and other civic bodies. While each one of these many organizations is undoubtedly actuated by a worthy motive, nevertheless their united support on various legislative measures can not always be counted on. Since Congress is not likely to pass any legislation against which there is any considerable objection, much proposed legislation fails of enactment.

Moreover, as has been indicated in the case of the compulsory school-attendance bill, absence of opposition to a measure does not necessarily mean the passage of the measure. The personal views of a Congressman or Senator or the attitude of the Congressman or Senator based on representations made to him by individual citizens or groups of citizens frequently stand in the way of worthy legislation. Perhaps the greatest obstacle to the securing of school legislation is the fact that it is considered, and must continue to be con-

sidered, by Congress to be of much less significance than national legislation. Whenever a tariff bill is under consideration all other legislation must wait. A measure like the soldiers' bonus or the ship subsidy is given the right of way. Likewise national legislation of lesser consideration is naturally given precedence over legislation for the school system of Washington.

The difficulty of securing the enactment of appropriate school legislation by Congress probably can not be entirely overcome. School legislation for Washington must continue to be of comparative unimportance to the great legislative body of the Nation.

The necessity for securing so much school legislation from Congress, however, can be reduced by the enactment of a broad comprehensive school code for the District of Columbia. In that code the Commissioners of the District of Columbia and the Board of Education should be given authority to discharge many of the administrative functions which must now be discharged by Congress through specific legislation.

#### DIVISION OF AUTHORITY AND RESPONSIBILITY FOR EDUCATION IN WASHINGTON.

In the preceding sections of this report it has been pointed out that there is a divided responsibility for education in Washington. The Board of Education does not have exclusive authority. Authority and responsibility for appropriations, for legislation, and for administration are divided, in varying degrees, among the Board of Education, the Board of Commissioners of the District and their subordinate officers, the Bureau of the Budget, the subcommittees on appropriations of the House and Senate, and finally, of course, Congress itself and the President of the United States.

Under the system of divided authority and responsibility for education in the District of Columbia it is practically impossible to establish a systematic educational policy or a systematic financial policy and carry it out over a period of years. The force of this assertion will be clearly indicated by a brief description of the changes which have been made in the personnel of those agencies dealing with school matters.

The present superintendent of schools took office on July 1, 1920. During this brief period of two years there have been many changes in the personnel of the Board of Education, the Board of Commissioners, the Bureau of the Budget, and the appropriations committees of the House and Senate.

## 1. THE BOARD OF EDUCATION.

The Board of Education consists of nine members. During the past two years the superintendent of schools has worked with 16 different members of the board. This means that considerable more than a majority of the board members have changed during this period of two years. Only three members have continued during the period of two years.

*Changes in membership of Board of Education, District of Columbia, July 1, 1920, to July 1, 1922.*

Members of Board of Education on July 1, 1920.	Succeeded by—	Date of taking office.	Members of Board of Education on July 1, 1922.
Dr. Abram Simon.....			Dr. Abram Simon.
Dr. H. Barrett Learned.....	Mr. J. T. Lloyd.....	Dec. 21, 1921	Mr. James T. Lloyd.
Mrs. Susie Root Rhodes.....	Mrs. R. B. Morgan.....	July 1, 1922	Mrs. R. B. Morgan.
Mrs. Coralie F. Cook.....			Mrs. Coralie F. Cook.
Mr. Fountain Peyton.....	Mr. W. L. Houston.....	July 1, 1921	Mr. W. L. Houston.
Mrs. Marguerita S. Gerry.....	Mrs. M. W. Hodgkins.....	Apr. 6, 1921	Mrs. M. W. Hodgkins.
Dr. John Van Schaick.....	Mr. D. A. Edwards, resigned Jan. 11, 1922.	Oct. 20, 1920	Mr. D. J. Callahan.
Dr. J. Hayden Johnson.....	Mr. D. J. Callahan.....	Apr. 5, 1922	Dr. J. Hayden Johnson.
Dr. Charles P. Neill.....	Mr. E. C. Graham.....	Oct. 20, 1920	Mr. E. C. Graham.

## 2. THE BOARD OF COMMISSIONERS.

When the superintendent took office on July 1, 1920, the Board of Commissioners consisted of Mr. Louis Brownlow, Col. C. W. Kutz, with one vacancy. Shortly thereafter the President appointed Miss Mabel T. Boardman and Mr. J. Thilman Hendrick to fill the vacancy and to succeed Mr. Brownlow, who resigned. The first budget submitted by the Board of Education under the present school administration was presented to the Board of Commissioners consisting of Miss Boardman, Mr. Hendrick, and Colonel Kutz.

Following the inauguration of President Harding on March 4, 1921, Capt. James F. Oyster and Mr. Cuno Rudolph were appointed to succeed Miss Boardman and Mr. Hendrick. Before the time for the consideration of the second school budget presented by the present school administration Col. Charles W. Kutz had been succeeded by Col. Charles Keller as engineer commissioner, so that the second budget presented by the present school administration was considered by a Board of Commissioners made up of three entirely different persons.

During a period of two years seven different commissioners have served, with no one of the commissioners continuing through the two years.

*Changes in membership of Board of Commissioners, District of Columbia,  
July 1, 1920, to July 1, 1922.*

Members of Board of Commissioners on July 1, 1920.	Succeeded by—	Date of taking office.	Members of Board of Commissioners on July 1, 1922.
Mr. Louis Brownlow.....	Mr. J. Thilman Hendrick.....	Sept. 17, 1920	
(Vacancy).....	Mr. Cuno Rudolph.....	Mar. 15, 1921	Mr. Cuno Rudolph.
Col. C. W. Kutz.....	Miss Mabel T. Boardman..... Capt. James F. Oyster..... Col. Charles Keller.....	Sept. 25, 1920 Mar. 15, 1921 Oct. 6, 1921	Capt. James F. Oyster. Col. Charles Keller.

### 3. THE BUREAU OF THE BUDGET.

The first school budget prepared by the present administration went directly from the commissioners to Congress. The second budget went from the Board of Commissioners to the Bureau of the Budget. The only effect on the school estimates of the establishment of the Bureau of the Budget appears to be that it constitutes another agency for the reduction of those estimates. No item has been increased over the amount suggested by the commissioners, and the Bureau of the Budget reduced the school estimates for 1923 by approximately \$300,000. Moreover, the congressional committees handle the estimates in the same manner that they did before the Bureau of the Budget was established.

The first Director of the Bureau of the Budget was Gen. Charles Dawes. Announcement has been made that he will be succeeded by Gen. Herbert M. Lord. Hence, next year's school estimates will be handled by a new director.

### 4. SUBCOMMITTEE OF THE APPROPRIATIONS COMMITTEE OF THE HOUSE.

The first school budget prepared by the present administration went to a subcommittee of five members indicated below. The second school budget went to a committee of five, part of whom were new members on the committee. The changes are indicated in the following tabular statement:

*Changes in membership of Subcommittee on District of Columbia, Committee on Appropriations of House of Representatives, December, 1920, to December, 1921.*

December, 1920.	December, 1921.
Charles R. Davis, of Minnesota.	Charles R. Davis, of Minnesota.
Louis C. Cramton, of Michigan.	.....
George H. Tinkham, of Massachusetts.	George H. Tinkham, of Massachusetts.
Thomas U. Sisson, of Mississippi.	.....
James P. Buchanan, of Texas.	James P. Buchanan, of Texas. Robert E. Evans, of Nebraska. Ben Johnson, of Kentucky.

## 5. SUBCOMMITTEE OF THE APPROPRIATIONS COMMITTEE OF THE SENATE.

The corresponding changes in the subcommittee of the Appropriations Committee of the Senate are indicated in the following tabular statement:

*Changes in membership of subcommittee on District of Columbia Senate Committee on Appropriations.*

December, 1920.

December, 1921.

Charles Curtis, of Kansas, *Chairman.*  
 Wesley L. Jones, of Washington.  
 John Walter Smith, of Maryland.  
 L. Y. Sherman, of Illinois.  
 Frederick Hale, of Maine.  
 Lawrence C. Phipps, of Colorado.  
 Marcus A. Smith, of Arizona.  
 Edward J. Gay, of Louisiana.  
 Carter Glass, of Virginia.

Charles Curtis, of Kansas.  
 Wesley L. Jones, of Washington.  
 .....  
 .....  
 .....  
 Lawrence C. Phipps, of Colorado, *Chairman.*  
 .....  
 .....  
 Carter Glass, of Virginia.  
 Selden P. Spencer, of Missouri.  
 A. A. Jones, of New Mexico.  
 Robert L. Owen, of Oklahoma.  
 William B. McKinley, of Illinois.

From the above detailed information regarding changes in the personnel of the Board of Education, the Board of Commissioners of the District, the Bureau of the Budget, and the Appropriations Committees of the House and Senate, it becomes clearly apparent just how difficult it is for the school authorities to establish a policy and consistently carry it out. Constructive educational policies must be argued year after year, sometimes successfully and sometimes unsuccessfully.

In a given year school authorities may prepare a school budget, which, in the interest of financial economy, is reduced to the minimum amount of money consistent with the educational needs of the school system. In that particular year each of the agencies dealing with the school budget may recognize this policy and deal with school estimates accordingly. Even if this practice prevails in one year, there is no guaranty that a similar practice will be followed by these same agencies in the subsequent year.

With so many agencies dealing with the school budget and with the probability that, for many reasons, changes will be made in the personnel of those agencies, it is inevitable that policies and practices heretofore recognized and followed by any one of these agencies may not be acceptable to the new officers and changed personnel. Changes in the personnel are so regularly a rule that those who argue the budget and follow its progress toward legislation make due

preparation to provide complete information for the new officers and new members of committees.

One specific illustration may be given. The present administration of the schools has announced its determination to carry on school activities within the appropriations made by Congress for specified purposes. School activities are not organized, extended, and carried on with the expectation of securing deficiency appropriations. For the year 1920, \$75,000 was appropriated for night schools, and subsequently, in order to operate the night schools through March and April, a deficiency appropriation of \$15,000 additional was passed, making a total of \$90,000 for night schools.

In the school budget for the following year the Board of Education asked for \$90,000, but was allowed only \$75,000 in the appropriations bill, even though evidence presented indicated that there would be as much demand for night schools as heretofore. In spite of the announced policy of the Board of Education that no deficiency would be asked for, that the night schools would be operated within the appropriation, and that several night schools would have to be closed, the appropriation was not increased. The sentiment was deliberately expressed in the Appropriations Committee that deficiency appropriations for night schools had regularly been made for several years, and intimated that the night schools would not be permitted to suffer.

The result was that several evening elementary schools and one evening high school had to be closed. The Board of Education did not ask for a deficiency appropriation, in spite of the fact that the evening schools suffered. School authorities believe that it is not good business procedure to anticipate a deficiency appropriation. The responsibility for limited night-school facilities in the District of Columbia clearly rests with the agency which reduced the estimate from \$90,000 to \$75,000.

Any permanent improvement in the organization and administration of public education in the District of Columbia is contingent on fundamental changes in the present system. Responsibility and accountability must be centralized and the number of agencies participating must be reduced or their authority must be decreased. The establishment and continuance of any educational policy depends on such a change.

#### PRESENT METHODS OF TRANSACTING SCHOOL BUSINESS.

It has already been made clear how the Board of Education divides authority and responsibility over the amount of school appropriations with the District Commissioners, the Bureau of the Budget, the Appropriations Committees of Congress, and Congress itself. It

will now be shown that, after appropriations have been made by Congress, the expenditures of money by the Board of Education are subject to the review of the auditor of the District, the Comptroller General, and the General Accounting Office of the United States Treasury. The decisions of these officers are final and no appeal can be taken.

It will also be shown I think that, in the transaction of the business of the Board of Education, there is such an intermingling of departments and activities, such a confusion of functions and authority and so little regard for the inherent and essential requirements of school accounting and school affairs generally, that the present system can never be expected to operate efficiently. The fact must be ever kept in mind that educational progress in Washington must await some improvement in the present methods of transacting school business.

The present methods of transacting school business will be described, explained, and illustrated with concrete examples. Only the major business transactions will be considered, as follows: (a) School finances, (b) school supplies, (c) repairs to buildings, (d) school playgrounds, (e) medical inspection, and (f) a few other illustrations.

#### *A. School finances not directed by the board.*

Under the provisions of the act of June 20, 1906, the Board of Education was authorized to "determine all questions of general policy relating to the schools" and to "direct expenditures." This statute also provided that "all expenditures of public funds for school purposes shall be made and accounted for as now provided by law under the direction and control of the Commissioners of the District of Columbia." This legislation instituted a general supervision over school expenditures similar to that in operation in the United States Government, i. e.—

The Comptroller of the Treasury, now the Comptroller General, became the comptroller for the Board of Education.

The General Accounting Office of the Treasury, formerly the office of the Auditor of the Treasury for the State and Other Departments, became the Federal auditor of the accounts of the Board of Education.

The auditor of the District of Columbia became the auditor for the Board of Education.

The disbursing officer of the District of Columbia became the disbursing officer for the Board of Education.

Under this system the power to determine general policies and direct expenditures as vested in the Board of Education by the act of June 20, 1906, became merely a matter of form, the board in reality

acting in an advisory capacity to the Comptroller of the Treasury and the auditor of the District of Columbia, either of whom had the power under the broad general statutes creating their offices to accept or reject any recommendation made by the Board of Education.

#### 1. FORM OF SCHOOL ACCOUNTING DICTATED BY GENERAL GOVERNMENT PRACTICE.

The system also involves the prescribing of all forms used by the Board of Education for accounting purposes by general accounting officers who determine the nature of these forms by their relation with general governmental accounts rather than by the necessity for handling school accounts in such a manner as to make them readily available for comparison with similar accounts in other public-school systems throughout the United States. The result is that the accounts of the Board of Education are duplicates of the accounts of the general accounting officers of the Federal Government and the District of Columbia, instead of being a carefully prepared series of ledgers which would produce results necessary for the comparison of educational costs in the District of Columbia with other cities.

The system also involves an additional audit of every expenditure authorized by the Board of Education. After having been audited by the chief accountant of the Board of Education it goes through the same process in the auditor's office. The largest part of the expenditures of the Board of Education cover the payment of salaries of employees, and this additional audit applies not only to vouchers for materials but to the monthly or semimonthly audit of the pay rolls on which the employees of the Board of Education receive their salaries. Delay in the payment of salaries is only avoided by the Board of Education preparing its pay rolls many days in advance of the date of payment in order to permit the auditor of the District of Columbia to make this additional audit, but there are many instances of long delays in the settlement of individual claims.

During the past fiscal year 55 individual claims for salary, aggregating an expenditure of approximately \$21,000, to be made under a specific appropriation authorized by the Congress of the United States for the payment of these particular claims, were referred to the auditor of the District of Columbia for audit and settlement. Five months after these claims were so certified they were returned to the school officials unpaid, with the requirement that the school officials certify to the qualifications of the persons involved to hold the positions to which they had been appointed by the Board of Education. These qualifications appear as part of the permanent records of the Board of Education and at the time of original appointment had been duly certified to the auditor of the District of Columbia, but the Board of Education was compelled to recertify the entire

eligibility records of these employees in order to secure payment of these claims.

#### 2. AUDITOR JUDGES ELIGIBILITY OF SCHOOL EMPLOYEES.

This is not the only instance in which the auditor of the District of Columbia has endeavored to determine the eligibility of appointees to positions under the control of the Board of Education. The act of June 20, 1906, prescribes certain qualifications prerequisite to the appointment of persons to teaching positions, and the Board of Education is not authorized to make any appointment of any person who may not have these prerequisite qualifications. Notwithstanding this fact, the auditor of the District of Columbia reserves to himself the right to pass upon the eligibility of all persons who may be appointed to teaching positions, and the Board of Education is not only required to certify to the auditor the fact that an appointment has been made but also to certify all the technical educational qualifications which are prescribed by the statutes and which the Board of Education is not permitted to waive.

In one instance the Board of Education appointed a teacher in the high schools who was eminently qualified for the position not only by reason of his education but by reason of his many years of experience in teaching. This person, who had graduated from the regular course in one of the highest European institutions, did not possess a degree from a college as technically provided by the statutes, but in the opinion of the Board of Education the certificates which he had from the European institution from which he had graduated were in every sense the same as the degree conferred by American institutions of higher learning. When these facts were certified to the auditor of the District of Columbia he declared the appointee ineligible to be appointed as a teacher in the public-school system. The Board of Education was compelled to solicit the cooperation of the United States Bureau of Education and to enter into a lengthy discussion of the technical educational qualifications with the auditor of the District of Columbia before that official could be persuaded that the Board of Education had acted within its prerogatives under the statutes in determining the eligibility of this teacher.

#### 3. AUDITOR ASSIGNED SALARIES TO CERTAIN TEACHERS.

The auditor of the District of Columbia also claims and reserves to himself the right to determine the salaries to be paid to teachers who may have been assigned to advanced standing by the Board of Education under the provisions of the statutes.

The questions involved in these adjustments are entirely of educational nature, involving the crediting of institutions throughout the

civilized world, and the determination as to the teaching experience of a particular individual in one or more of these accredited institutions. The Board of Education has adopted certain basic policies on which schools are credited and on which teaching experience is computed and has designated as its representatives in the determination of these questions the respective board of examiners whose positions as educational experts qualify them for the duties devolving upon them by this assignment.

When the statutes authorizing the assignment of advanced standing to teachers were first enacted the auditor of the District of Columbia refused to accept the determination of the Board of Education and the certifications of its duly authorized educational representatives, and fixed for himself a standard on which advanced standing should be allowed. This standard did not take into consideration educational equivalents or any phase of educational work which had been performed by a teacher, but provided for adjustment of advanced standing solely on a mathematical basis and reduced the educational officials of the public-school system to mere adjuncts of his office, held responsible by teachers for decisions in which they had no voice and were unable to exercise their proper functions as educational experts because of the absolute veto power of the auditor. The process adopted presented the anomalous spectacle of an auditor of financial accounts acting as a court of final resort in educational matters of the most delicate and highly specialized nature and the reduction of educational officials into a body of clerks whose duty was merely to go through the form of mechanically checking off educational accounts, afterwards rechecked by clerks in the auditor's office, in which office the balance sheet of educational results was prepared. This situation existed over a period of three years before final adjustment could be made with the auditor which resulted in the recognition of the right and the duty of the Board of Education to pass upon these educational matters.

#### 4. GENERAL ACCOUNTING OFFICER OF TREASURY HAS VETO POWER.

The power of review of all the financial transactions of the Board of Education which is vested in the auditor of the District of Columbia is further extended to the general accounting office of the United States Treasury, formerly the office of the Auditor of the Treasury for the State and Other Departments, who passes upon every expenditure made by the Board of Education and who has the right of suspension or disallowance of any expenditure which has been made under the authority of the statutes vesting the right to direct expenditures in the Board of Education.

**5. COMPTROLLER GENERAL HAS FINAL VETO POWER.**

The power of review is further extended to the Comptroller General, formerly the Comptroller of the Treasury, who exercises the right to review any action taken by the Board of Education upon which any payment of Government funds may be made. From this official there is no appeal. Many of the decisions rendered by this official have been at variance with established policies of the Board of Education, and when tested in the courts employees of the public schools have secured judgments against the District of Columbia to cover claims which have been disallowed under his decision.

Several years ago the Comptroller of the Treasury decided that the Board of Education had no authority to authorize or direct the employment of substitutes for absent school employees. This decision resulted in the overthrow of a policy which had been established and enforced for many years, and for a period of over a year resulted in the reduction of the salaries of teachers who were absent because of personal illness for each day of absence and the special appointment by the Board of Education of a temporary teacher to fill the vacancy and keep the educational work in operation. The Board of Education held that under the broad powers vested in it by the act of June 20, 1906, it was fully authorized to determine this question of general policy, and when no settlement could be reached with the Comptroller of the Treasury it finally arranged for the testing of this decision in the courts, with the result that the Comptroller of the Treasury finally admitted his error and permitted the Board of Education to exercise its vested authority in the adjustment of the salaries of absent employees and their substitutes.

**6. PAYMENT OF SCHOOL EMPLOYEES MUST CONFORM TO GOVERNMENT METHOD.**

The system which surrounds the control of the finances of the public-school system makes it impossible for the Board of Education to specify the method of payment of the school employees. This method of payment is now prescribed by a statute which conforms to a statute which governs the payment of the salaries of employees of the United States Government. Examination of this system shows the difficulty of operating an educational system on the basis of the employment of Government clerks.

The statute provides that a month shall consist of 30 days, notwithstanding the actual number of days in said month. The result is that if a teacher resigns on the thirtieth day of any month and the following or thirty-first day should be a school day it would be impossible to fill her position and to continue the educational work of her class, the thirty-first day of the month not being a day for employment purposes other than for the purpose of deducting the pay of an employee who might be absent from duty on that day.

**7. DISBURSING OFFICER USES SCHOOL OFFICERS.**

Although under the provisions of the statutes the disbursing officer of the District of Columbia is the disbursing officer of the Board of Education, with but few exceptions the checks of school employees are disbursed by the educational officials. The time expended by these educational officials in the disbursement of these checks aggregates nearly 300 school days during each school year. Not only is this time of educational supervisory officials taken from their educational work for the performance of purely clerical duties, but the cost of this system to the District of Columbia is approximately \$2,000 per annum.

**S. TEACHERS' RETIREMENT LAW OPERATED BY THE DISTRICT COMMISSIONERS.**

With the enactment of the statutes for the retirement of public-school teachers and other employees of the Board of Education a further segregation was made in the system of accounting.

Although the Board of Education has the appointing power and has continuous possession of all records, the supervision of the operation of the teachers' retirement law was vested in the Secretary of the Treasury and later transferred to the Commissioners of the District of Columbia. The auditor of the District of Columbia passes upon all records covering the service of teachers, determines the deductions which shall be made from their salaries, regulates the pension which shall be granted to retired teachers, and supervises the payment of annuities. Although this supervision involves the consideration of technical educational questions in the crediting of schools and the determination of teaching service performed by educational employees, it is removed from the Board of Education and placed in the hands of an accounting official. The result is that the educational officials are called upon to act in an advisory capacity to the auditor of the District of Columbia, who will have in his possession a continuous personnel file of the public-school teachers.

**9. UNITED STATES CIVIL SERVICE COMMISSION OPERATES RETIREMENT LAWS FOR OTHER EMPLOYEES.**

The supervision of the retirement law for other employees is even further removed from the jurisdiction of the Board of Education. It is controlled by the United States Civil Service Commission, who recognize only the Commissioners of the District of Columbia, to whom the Board of Education can only act in an advisory capacity so far as the retention or retirement of any public-school employee other than a teacher is concerned. No matter how valuable the services of an employee may be, the Board of Education can not retain him in the service when he reaches the age of retirement, but can

only recommend his retention to the Commissioners of the District of Columbia, who have the right to accept or reject this recommendation and who again have only the power of submitting their recommendation to the United States Civil Service Commission, which commission is vested with the power to determine whether an individual may or may not continue to be employed by the Board of Education. Under this law the Board of Education has no right to determine the annuity which shall be paid to any retired employee, nor has it any knowledge of the disposition of the case of any retired employee, the adjustment and payment of annuities being vested by statute in the Commissioner of Pensions, who is guided by records certified to him by the United States Civil Service Commission, who have no continuous possession of the personnel records of the employees of the Board of Education.

#### B. *Purchase of school supplies.*

All supplies required by the Board of Education, including equipment, furniture, stationery, schoolbooks, and the like, are bought by the purchasing officer of the District of Columbia, the schools in this respect being grouped with the several other departments of the District government.

##### 1. METHODS CONFORM TO DISTRICT PROCEDURE.

Purchases are made under two general methods: (a) By contract; (b) by open-market purchases.

The first method, by contract, covers the many articles of staple use which may be required from time to time as needs arise. Prices are obtained by the purchasing officer through competitive bidding, and contracts are entered into with dealers to furnish staple supplies or provide service, in accordance with specifications, at certain stipulated prices, usually for a period covering a fiscal year. These specified articles, with prices indicated, are outlined in what is known as a contract book. In the recommendation of awards for purely school items representatives of the schools are invited to confer with the purchasing officer. In the preparation of the items that shall be included in contract purchases the schools also have a part. It is, however, often difficult to forecast all the articles, with their estimated quantity, that may be needed for a period extending 18 months into the future.

The second method, the open-market purchases, covers supplies, materials, or service not provided for in the contract book. Purchases by this method are usually for the particular needs of the municipal department concerned. Prices are solicited at the request of the department as its requirements demand. Bids are on a competitive basis, except in rare instances where competition is impracticable.

Where the amount involved exceeds \$1,000, the specifications are advertised.

Bids thus obtained by the purchasing office are forwarded to the secretary of the Board of Education and by that official submitted to the principal, director, supervisor, or other school officer for the issuance of a requisition on the purchasing officer. The regulations of the commissioners require that the lowest bid which conforms to the specifications shall be accepted. This fact is certified to in the requisition submitted.

#### 2. STAPLE ARTICLE FREQUENTLY UNSUITED.

A considerable part of the supplies and equipment purchased by the Board of Education is for purely educational uses, for purposes of instruction, for which the staple article used in the ordinary business office is unsuited. In ordering such supplies delays are occasionally encountered, through explanations required, as may be observed in citing some instances which are from actual experience.

#### 3. EXPERIENCES WITH THE GENERAL SUPPLY COMMITTEE.

Not a few of the difficulties and delays in the opportune purchase of supplies for the schools are due to the statutory restrictions imposed by the General Supply Committee. This is an agency created by law to dispose of surplus material in the hands of the Federal Government, of supplies no longer needed because of the abandonment of many bureaus or activities following the World War.

Under the provisions of law practically every requisition forwarded to the purchasing officer, District of Columbia, for materials or supplies—where personal service is not involved—whether it be for an article already contracted for or for one to be acquired through open-market purchase, must first be referred to the General Supply Committee, to pass muster before an inquiry of this character:

Has the Federal Government this article, or its equivalent, anywhere in its inventory either in the extensive warehouses in Washington or elsewhere?

The coordinator of the General Supply Committee as required by the statutes makes diligent investigation to see if the article or its presumptive equal proposed to be purchased, is listed in his inventory of Government stocks. Until the coordinator's reply is received releasing the same, all steps looking toward ordering the material elsewhere are held in abeyance. Should the article requisitioned for, or one similar, be in Government hands awaiting disposal, the Board of Education, through the purchasing officer, is notified of the essential facts. The purchase of the Government article is obligatory, unless convincing evidence can be submitted, in writing, that it is wholly unsuited for the purpose for which it is desired. Apparently no one

ever considered the possible application of this law to the Washington school system.

The schools have heartily endeavored to comply with all the provisions of the law with a sincere appreciation of the economic reasons for disposing of surplus supplies on hand, and also from motives of patriotism. But while the requirements of this statute are applicable alike to all branches of the District government, its operation is frequently calculated to work a hardship to school interests, from which other city departments escape, for the reason that many of the school supplies and materials are exclusively intended for classroom needs, for purposes of instruction, for scientific uses. The application of this statement is shown in specific cases cited.

*Pens.*—A requisition was forwarded to the purchasing officer for a quantity of school pens. The General Supply Committee reported that the Brooklyn Navy Yard had school pens on hand in a quantity to meet the school needs. An investigation of the kind and quality of pen at the Brooklyn Navy Yard disclosed the fact that it was a banker's stub pen, which is in no sense acceptable to teach children penmanship. The proper pen was provided following this consequent delay.

*Fire extinguishers.*—In accordance with a recommendation in the report of the chief of the fire department, following the Knickerbocker disaster, several hundred fire extinguishers were requisitioned for, to safeguard certain rooms and assembly halls. Only a part of the order could be placed with the manufacturer's agent for immediate delivery. The remainder had to be purchased from the Government and shipped from the Canal Zone, Panama, while an early delivery was highly necessary.

*Victrola.*—In the attempted purchase of a Victrola for a suburban school the outcome was the delivery of a phonograph from the United States Shipping Board through the General Supply Committee. The phonograph was received rusted and with parts missing. It was learned that the cost of repair would be in excess of the original estimated cost of a new machine. The purchasing officer was accordingly informed that the Victrola was useless and consequently the schools did not propose to pay for it, and request was made that the order be canceled. Final adjustment of the case is still pending. The board of education, however, has paid the delivery charges from the naval station to the schools of a Victrola of no value.

*Dining-room equipment.*—An experience which is typical of the difficulties encountered and delays resulting may be cited in the purchase of equipment for some new classes in domestic science. Specifications were submitted for complete kitchen utensils and appropriate dining-room equipment for a new cooking school. In compliance with the statute before him the coordinator of the General Supply

Committee did not at once release the requisition for purchase; instead he submitted a typed list, with description, sizes, and prices of some 10,000 articles collected from shipboard or from the mess rooms of abandoned Army camps, and stored at Hog Island, Philadelphia.

It was incumbent on the director of domestic science to withdraw valuable time from her professional supervision to study the entire list to assure herself of the probable unsuitability of the equipment offered her as an alternate for the specific items of her requisition. The labor required of the director may be observed in the argument, given in part below, which was forwarded to the purchasing officer by the Board of Education:

Much extended inquiry and time-consuming inspection has been made of the Government stocks offered for dining-room and kitchen equipment. The outfit is desired in equipping a new cooking school, to give children instruction in domestic science. To do this there should be uniformity of style and pattern to meet the standards and ideals of an orderly modern home. The kitchen ware in the hands of the Government is crude, heavy, burned, battered, chipped, and otherwise marred. It was found impossible to match up any of the goods to constitute a table service. One of the first lessons in good taste is that china shall match in color and design. The parts offered are simply so many vessels or utensils to convey food in dispelling hunger. By their size, appearance, and crudity they banish rather than inculcate ideals of taste and orderliness; they give the impression of the noise and clatter of the rough-and-ready lunch room instead of the quiet family life about the dining table where the tired body is soothed and restored. Correct impressions of home making can not be taught with equipment wholly unsuitable for home use.

While ultimately appropriate equipment was ordered, it was nevertheless at the expense of many days' loss of valuable instruction.

*Folding chairs.*—A requisition was forwarded to the purchasing officer for several hundred folding chairs, naming the dealer who held the District contract to furnish them. The order was filled by furnishing chairs from the General Supply Committee's stock. The principal of one of the schools concerned rejected them because they were wholly unsuited for school purposes. They were crude, of faulty construction, unsafe as to tearing clothing, and unhygienic as to design. Certain school officials with a sample chair appeared before the coordinator of the General Supply Committee who amiably admitted the correctness of the contentions offered, and agreed to their withdrawal.

However, through failure to place an order with the contractor before the fiscal year closed, the schools now face a loss of the money involved through a lapse of the appropriation.

*Playground equipment.*—During the summer vacation an inspection of the playground equipment disclosed the fact that repairs were needed at about a dozen schools, where bolts had become worn or parts needed replacement, to insure absolute safety. The use of the apparatus was desired when school reopened. Bids to cover the

repairs were asked of the purchasing officer. He held the view that playground equipment, like other repairs, should be made by the superintendent of repairs, District of Columbia. With the known crowded program of the repair department, the plan meant serious delay, in the judgment of the school officials, whose first concern was safety for the children and the early use of the apparatus.

The controversy as to the best procedure in making repairs continued for about eight weeks, when the board's views were sustained in an opinion of the engineer commissioner. In the meantime a part of the playground equipment was repaired from private funds of parent-teacher associations, and some remained idle to obviate accidents.

*Summary.*—No personal criticism of the purchasing officer of the District of Columbia is intended. The illustrations clearly indicate that delays and difficulties grow out of a system over which neither the Board of Education nor the purchasing officer has much or any control. In the purchases by contract or by open-market purchases, the purchasing officer exercises some control of the procedure. This procedure does not offer the major difficulties. The major difficulties grow out of the application to the purchase of educational supplies of a purchasing system adopted by the government for an entirely different kind of business. The experiences with the General Supply Committee are typical. In establishing that law, probably no one ever considered its possible effect on the purchase of school supplies. Either such legislation should carry a provision excluding the school system from its operation, or more care should be exercised in framing the legislation so that it will not affect the educational system so disadvantageously. Such delays in securing supplies and equipment for the schools as have been described are serious impediments to educational progress in Washington.

#### C. Making repairs to school buildings.

The appropriation for repairs and alterations to school buildings is expended by the Commissioners of the District and not by the Board of Education. The school officials keep no accounts for this item. They know only the estimated cost of itemized repairs. The actual cost is not reported to the school board. The procedure in making repairs and alterations to school buildings and grounds is indicated in the following descriptive statement:

##### 1. THE PROCEDURE—"MAY" AND "DECEMBER LISTS."

The Commissioners of the District of Columbia allot the appropriation for repairs and alterations to school buildings between the two halves of the school year, the larger part being allotted for the

summer months when the schools are not in session. A fixed amount is set aside for emergency repairs for each half year. Such repairs as furnaces, water-closets, roofs, etc., are classified as emergency repairs.

Prior to May 1 of each year all school principals are requested by the superintendent of schools to submit items of repairs and alterations to their respective buildings and grounds, classified as "urgent," "necessary," or "desirable."

From the principal this list is transmitted—to the supervising principal, to the school officer detailed to handle all repair matters, to the municipal architect, to the superintendent of repairs. The latter has each request investigated and the cost estimated.

It is always the case that the requests are far in excess of the available funds. Hence the superintendent of repairs checks the items which he considers the most important up to the amount of money available. The list thus checked, now known as the "May list," is forwarded to the superintendent of schools for him to approve or, if he disapproves, to suggest changes. The list is then returned to the superintendent of repairs and is the list by which he works from July 1 to December 31.

Items in the May list not attended to, together with items accumulating after the May list is made up and not attended to as emergencies, are collected into what is known as the December list. This list goes through the procedure described for the May list, and is the list by which the superintendent of repairs works from January 1 to June 30.

It will be understood that there is a constant flow of requests through the channel above indicated for emergency repairs. These are attended to as soon as received by the superintendent of repairs, the cost being charged to the allotment for repairs. If these emergency repairs exhaust the emergency allotment, approved items in the May or December lists must be eliminated in order to release additional funds for emergency repairs.

In addition to the repairs listed by the school authorities, the superintendent of repairs receives and takes favorable or unfavorable action on repairs to school buildings suggested by the health department and by the fire department. The requests from these other departments are not submitted to the school authorities for consideration. Items suggested by the school authorities must frequently be eliminated to find appropriations. Moreover, apparently items are placed on the list directly by the repair shop, since the school officials find ordinary repair work in progress which has never been recommended by them.

## 2. THE RESULTS OF THE PROCEDURE.

In considering the checked list of proposed repairs submitted by the superintendent of repairs, the superintendent of schools finds himself in the position of being compelled to rely for the most part upon the judgment of the employees of the repair shop; he has no one who can investigate requests for repairs and advise him as to their relative importance.

Moreover, the repair shop, working under the orders of the commissioners, groups the repairs in classes different from those preferred by the schools and is restrained by those orders from exercising entire freedom of judgment.

Only a portion of the requests for repairs can be approved, due to lack of funds. Further, not all the approved repairs are actually made. Eliminations of approved items are made by the superintendent of repairs when, as noted, the emergency reserve is insufficient, which is the normal condition. Often there are repairs, not in either the May or December lists and not strictly emergency matters, which become so important from the point of view of the schools that they must be included. In both these cases the school authorities must rely upon the employees of the shop for selecting the necessary eliminations. This situation has been greatly aggravated recently by the necessity for moving the portable school buildings. The cost of moving these buildings from one point to another point of greater congestion is high, and hence very perceptibly depletes the repair fund.

The net result of the conditions stated is that the school authorities do not at any time have any considerable knowledge of the exact situation with respect to repairs and improvements to school buildings and grounds. No accounts are kept by the schools; the estimated costs are available, but actual costs are not known. Whether any certain repair is to be made, even if on the approved list, can not be foretold. One year \$16,000 was set aside by the repair department to cover the cost of work requested by the fire department. Only a small fraction of this work was actually done. No school official ever knew how or where this special reserved fund was actually spent.

Such absence of clearly defined authority and responsibility as is shown in the procedure of repairing school buildings can only result in confusion and sometimes personal criticisms. It has in the past. It may in the future. The success of such a procedure depends altogether too much on the personal amiability of the persons concerned.

Changes in engineer commissioners, in assistants to the engineer commissioner, and in municipal architects usually bring changes in procedure in the repair shop. Changes in school officials, superin-

tendent, and school principals, and others, likewise bring different views to this problem.

Friction has heretofore existed between the municipal architect and the school officials and school board. At times friction has also existed between the men in the repair shop and the janitors of school buildings. Such friction is always likely to arise at any time, as long as the opportunity for it continues to be as great as it is under the present system of doing business.

#### D. *Operating school playgrounds.*

School playgrounds are fitted up, operated, maintained, and supervised out of three separate funds in the appropriation act.

1. Compensation for those who supervise the school playgrounds comes out of the lump-sum appropriation for vacation schools and playgrounds, which in part read as follows:

"For the instruction and supervision of children in the vacation schools and playgrounds \* \* \*."

This is the only appropriation out of which salaries for the supervision of playgrounds can be paid. There is no appropriation for the supervision of playgrounds during the school year. The children use such playgrounds until the teachers and janitors leave the building in the afternoon. It has been necessary to protect playground equipment and other school property from destruction by closing school yards when teachers and janitors leave.

According to the ruling of the auditor for the District of Columbia the supervision of children in school playgrounds can only be compensated for during the period when vacation schools are in operation, but the grounds on which such vacation schools may be operated are restricted by the general provisions of other sections of the appropriations acts which limit the Board of Education in the maintenance of only a certain number of playgrounds.

2. Seventy-eight school yards have been fitted up, in varying degrees, with playground equipment and designated as school playgrounds.

The appropriation for the upkeep of these playgrounds read as follows:

"For maintenance and repair of 78 playgrounds now established, \$3,500."

The interpretation placed on this appropriation by the auditor restricts its use to the maintenance and repair of only the 78 school yards which have been equipped through congressional appropriation.

Other rulings of the District officials restrict the school authorities in their efforts to satisfy a large need with a little money. It is held that the general repair of playground equipment should be handled

only annually. In spite of the fact that breaks in apparatus throughout the system become sources of danger to the children, there is no provision which permits school authorities to remedy immediately such emergency breaks. The procedure followed by the District officials to cover repairs made at other times than under the annual contract is such as to involve a long lapse of time between the actual breakage of the apparatus and its safe return to use. Again, surfacing, grading, erection of back stops and wire protection for windows are to be done by the repair shop, while the purchase of movable equipment and repairs to apparatus are looked after by a school official.

3. Additional playyards are fitted up each year for playground purposes by an appropriation which reads as follows:

"For equipment, grading, and improving six additional school yards for the purposes of play of pupils, \$2,400: *Provided*, That such playgrounds shall be kept open for play purposes in accordance with the schedule maintained for play grounds under the jurisdiction of the playgrounds department."

It would appear from the restricting provision that these school yards are fitted out primarily for the use of pupils during the summer months. This is an assumption contrary to fact. These yards are used by pupils mornings, recess periods, and after school during the school year. In the opinion of school officials this expenditure of money to fit up such yards for play purposes is justified even if they are not used during the summer months. The school officials believe, of course, that they should be opened and supervised the year round.

4. The appropriations act for 1923 carries a total appropriation for municipal playgrounds of \$134,122, charged entirely to the revenues of the District of Columbia.

Without consultation with or approval of school officials or the Board of Education, the municipal playgrounds department sought and secured an appropriation for 1923 as follows:

"For the maintenance and contingent expenses of keeping open during the summer months the public-school playgrounds, under the direction and supervision of the commissioners; for special and temporary service, directors, assistants, and janitor service during the summer vacation, and, in the larger yards, daily after school hours during the school term, \$10,000."

In accordance with this provision of the appropriation act, the school authorities turned over to the municipal playground department the use of any school playgrounds which were not to be operated by the Board of Education in connection with vacation schools of 1922.

There are 154 school buildings in the District of Columbia. Only 78 yards have been fitted up for the play of pupils. Many additional

school yards should be so fitted up. In view of this situation, an appropriation for the fitting up of only six yards annually is clearly too small.

Moreover, the appropriation of \$3,500 for the maintenance of 78 playgrounds already established provides an appropriation of less than \$45 per playground. This appropriation is entirely inadequate to keep these playgrounds in proper condition. It permits only of the making of moderate repairs. There are no funds available, after repairs are made, for the replacement of worn-out apparatus or for the purchase of additional or modern apparatus which is in demand. Again, the appropriation for the fitting up of new playgrounds can not be used for the purchase of any equipment which may be intended to be installed on one of the playgrounds previously authorized although there may be small unexpended balances in these equipment appropriations which could be used for the betterment of the existing playgrounds without detriment to the equipment of the new grounds.

Undoubtedly the ridiculously small appropriation for school playgrounds is due to the lack of clear policy as to the future of school playgrounds and municipal playgrounds in the District of Columbia. In the past, personal differences and official differences have arisen in connection with the playground situation in the District. By conferences, forbearance, and concessions on both sides, serious disagreements have been avoided. The situation can be improved only through some unified control of playgrounds and the play of children.

#### *E. Medical inspection in the schools.*

Medical and sanitary inspection of school buildings and of school pupils is under the direction of the health officer of the District of Columbia. The staff—consisting of a chief medical and sanitary inspector, 16 medical inspectors, 10 school nurses, 8 dental operators, and 4 dental prophylactic operators—works under the direction of the health officer. They are, however, appointed by the superintendent of schools and are carried on the pay rolls of the Board of Education. They occupy the same status as any other employee of the Board of Education.

Naturally, the person most thoroughly acquainted with school conditions is the chief medical and sanitary inspector. His work is more of an educational and social nature than it is of a purely medical nature. He is, however, without the power of independent action owing to the phraseology of the law. Every educational program having to do with constructive physical work with the pupils must be subject to conference and agreement with the health officer of the District of Columbia. This official is not an officer of the school

system and can not come to decisions through any intimate personal experience with the conditions of which such decisions are intended to be solutions.

The present legal relation between the school board and the health officer leaves a large group of the employees of the Board of Education under the direction of an official who is entirely independent of the Board of Education. The existing situation places the Board of Education and the superintendent of schools in a position of complete dependence in regard to details concerning a constructive program for the physical development of thousands of pupils for whom by law the school authorities are responsible. Many of these details are not even remotely connected with the regulation of contagious disease, which regulation is the apparent reason for the directive authority given to the health officer.

One illustration of apparent conflict of authority may be given. Recently it was necessary to remove a dental clinic from a school building and to install the equipment in another building. The superintendent of schools made careful inquiries of all school officials concerned and came to the conclusion that the best interests of the schools would be served by transferring the clinic to a designated school. The Board of Education approved the new location. In midsummer the health officer protested the location. Since the school authorities must rely on the detailed specifications prepared by the chief medical and sanitary inspector for the equipment of the new clinic, and since he is under the direction of the health officer, work looking toward the removal of the clinic to the designated location could not go on. Upon the reassembling of the Board of Education in September, the entire discussion was gone over in a judicial manner and the Board of Education decided that the original decision was well founded and in the best interests of the children. After the elapse of the three months' vacation period in which the transfer should have been made, the Board of Education is confronted with the situation of having a fine equipment not usable in the old location and with nothing accomplished toward installation in the new location.

#### *F. A few other illustrations.*

The present methods of transacting school business as they relate to certain activities have been described in some detail. It remains now to record much more briefly certain other facts to show that the same division of authority extends to other major activities.

1. Plans for school buildings are prepared by the municipal architect of the District of Columbia after consultation with the Board of Education.

The requirement that the municipal architect shall consult with the Board of Education does not clearly differentiate the functions of the municipal architect and the functions of the Board of Education. While the present municipal architect recognizes that a school building must be built to house appropriate educational facilities and works in close cooperation with the school authorities in the preparation of the detailed plans for school buildings, this has not always been the practice. At times heretofore the suggestions of the school officers regarding the plans of buildings have been largely or entirely ignored.

2. After appropriations have been made for school sites those sites are purchased by the Commissioners of the District of Columbia.

While there is no provision governing the matter, the commissioners have during the past few years acted in agreement with the school authorities in the selection of the proper sites for school buildings. This has been due to the personal relationship existing between the school officials and the Commissioners of the District of Columbia and their subordinate officers rather than to well-defined authority and responsibility for the selection of sites.

3. School buildings are named by the Commissioners of the District of Columbia on recommendation of the Board of Education.

This item is only significant as indicating that many functions customarily discharged by a board of education are not discharged by the Board of Education in the District of Columbia. The Board of Education usually recommends one or more names for the consideration of the commissioners, who make the selection.

4. The title of school property is in the name of the District of Columbia. The inventory and property accounting system proposed by the Commissioners for the District is applied to the school system. Any property rented for the use of the schools is leased by the commissioners on recommendation of the Board of Education.

5. The child labor office for the issuing of work permits to boys and girls is by law placed under the superintendent of schools.

The inspectors, however, for the carrying out of this law are two members of the police department assigned to this work. They are, of course, not subject to the direction of school officials.

6. The fire department, which is under the Commissioners of the District, sends its representatives into the public schools to observe conditions which represent fire hazards. Frequently they report that certain waste paper, condemned books, and other worn-out and condemned property has accumulated and should be removed.

This fact is reported to the school officers, who in turn inform the District Commissioners of the condition, since the District Commissioners are exclusively responsible for the removal of such material.

The school authorities are not permitted to dispose of any condemned property.

The school officers find themselves in the unenviable position of having a department of the municipal government complaining to them of a condition which the school officials are forbidden by the Commissioners of the District to remedy.

7. The health officer of the District of Columbia is a subordinate of the Board of Commissioners and has no official relationship to the Board of Education.

From time to time his inspectors visit the schools and make reports on conditions found therein. For example, the health officer has recommended that certain kinds of drinking fountains be abandoned and that a drinking fountain approved by the Health Department be installed. From time to time the District Commissioners have been asked to make such installations, but in many instances the unapproved drinking fountains continue to be used.

8. Although the method of securing school appropriations has been discussed in an extended manner elsewhere in this report, nevertheless it seems fitting to close this list of illustrations with the one business procedure which is most important of all and which perhaps impedes educational progress in Washington more than any other business procedure.

Estimates of school needs for which appropriations are asked originate with the Board of Education, are reviewed, revised, and reduced by the Board of Commissioners of the District of Columbia, by the Bureau of the Budget, by the Appropriations Committee of the House and the Appropriations Committee of the Senate before they are finally passed by Congress in the form of an appropriation bill.

#### WHAT OTHERS THINK ABOUT THE PRESENT SYSTEM.

In considering the difficulties of the present system of control and operation of the school system of the District of Columbia it is desirable to indicate what others think of the system. Those who are so much a part of that system might be considered disqualified to judge accurately of it.

Two statements only will be presented. The first is an extract from the testimony of Dr. John J. Tigert, United States Commissioner of Education, before the joint committee of Congress on the needs of the public schools of the District of Columbia on January 27, 1922, page 57.

The other is taken from the *Cyclopedia of Education*, edited by Paul Monroe, and prepared by other leading American educators. It consists of five volumes and is an authoritative work on education. The quotation here given is from pages 344 and 345 of Volume II.

## STATEMENT OF DR. JOHN J. TIGERT.

I could go on, as I started, about buildings and teachers' salaries, and mention a good many things that most anyone could mention that knew anything about schools, because any tyro could see the many defects which exist. I think that if you are able to eliminate all these difficulties now by appropriating a large sum of money, the chances are that with the same system of organization you have now in 10 or 20 years from now you would deteriorate and find yourselves in a bad position again.

I come to that conclusion because, in studying the history of the schools of Washington, I find that no man as superintendent here has ever been able to stem the tide; that is to say, perhaps all of them have improved the schools to some extent, but they have not relatively been able to keep pace with what other men of equal ability have done in other parts of the country. \* \* \*

In most cities they have a school board that is elected by the people and which is responsible to the people, and they have a superintendent and they allow him to practically run the schools. He is made the administrative head and they hold him responsible. If he runs amuck they take him out and get another superintendent. But here the superintendent is so fettered up with overhead organizations that he is practically impotent, as I see it. I would not take the job at two or three times the salary. \* \* \*

My idea would be that if you worked out your school system and got good buildings and good teachers and everything else in satisfactory shape, it would not stay that way as long as you have machinery such as you have now, that fetters the superintendent so he really has no power to carry out a program. I think the whole thing should be reorganized so that the superintendent will be clothed with ability to carry out his program, and then he can be held responsible. If he does not succeed with his program, then the problem will be to find a man who can lay out a program and succeed with it. That has been the experience all through the country. The school boards that are responsible to any city officers have been practically uniformly failures. I think that is true. I could furnish you accurate information on it.

## WHAT THE CYCLOPAEDIA OF EDUCATION SAYS.

The business affairs of the board are handled by the Commissioners of the District of Columbia, who control schoolhouse plans, repairs, purchases of every kind, salary adjustments, and, in some respects, even rules and regulations. The term "Board of Education" is a misnomer, for the board is without power, and is little more than a board of school visitors. Courts and commissioners may review its decisions; Treasury officials revise its estimates; and the board has no authority to make a single purchase. The board has no treasurer, auditor, business manager, architect, funds, or property. Its one noneducational officer is a secretary, who is also a member of the District supply commission, and acts as intermediary between the board and the commissioners. Requests for funds are made by the Board of Education to the Commissioners of the District of Columbia, who pass on them and embody such requests as they approve in their estimate of funds needed to conduct the affairs of the District. One half of the expenses of the District come from a District tax, the other half from congressional appropriations. This estimate is then submitted to Congress and referred to the proper committees of the two Houses, and Congress grants what it sees fit. Progress under this plan is relatively slow, and the facility with which Congress can reconstruct the school system, as a part of the annual appropriation bill, makes interference easy and a continuous policy al-

most an impossibility. The salaries for teachers and supervisors, as established by Congress, are relatively small—those for the more important positions very small—and the appropriations for new buildings are inadequate to provide for the growth of the city. The recent report of the schoolhouse commission, created by the act of 1906, revealed many poor and antiquated buildings and a very inadequate material equipment.

The confusion existing is hardly credible. Authority and responsibility are hopelessly tied up with red tape. The bureau methods in use are entirely inadequate to the task. An attempt is made to manage a large city school system by small town methods, and the result is disastrous. Educational conditions in Washington, from an administrative point of view, are among the worst to be found in any city in the Union, and the school system is behind that of cities elsewhere of equal size. The corps of superintendents is entirely inadequate and there is no power to administer remedies or to standardize instruction and equipment. Until Congress can be made to realize that it is incompetent properly to administer such an undertaking and will give to the Board of Education the power and control which should belong to it there is little hope of a good, modern school system for the District of Columbia. The superintendency of the schools of Washington is generally regarded as one of the most difficult and most undesirable positions in the United States.

These two quotations are representative. Further quotations from statements of others would neither add nor detract from these two statements.

#### CONCLUSIONS.

Unsatisfactory educational progress is not due to the method by which the members of the Board of Education are selected. It is not due to the inefficiency of the school officers or the officers of the District government or of the Nation who deal with school matters. It is not due to lack of interest in public education on the part of the people of the District or on the part of Government officials.

Educational progress in Washington is slow because of the system under which the schools are organized, operated, and maintained. The machinery of the District government as well as the machinery of the National Government was not designed for school purposes but for an entirely different purpose. The operation of this machinery affects disadvantageously the administration of public education in the District.

Methods of making appropriations for public education in the District do not provide sufficient funds for the successful operation of an efficient school system. The authority over appropriations is too much divided. The people of the District, who pay 60 per cent of the expenses for public education, have too little authority in determining the amount of such appropriations.

Congress must continue to be the legislative body for the school system. However, Congress should pass general legislation and should give administrative authority to the local authorities for the

transaction of business which is clearly administrative and not legislative, should divest itself of the necessity of passing so much special legislation for the District schools.

The authority and responsibility of the school officials and of the officials of the District government who are now jointly responsible for school business are not clearly defined. The administration of the different functions of the school system frequently depends on a number of different officials. Authority and responsibility for public education is too much divided, both as to administration and as to the transaction of detailed business.

While in many respects Washington is unique among the cities of the Nation, nevertheless if the school system is to be lifted to a place of greater efficiency and is to become a model for the city school systems of the country, it must be organized, operated, and maintained according to those principles of efficient administration which have been worked out in practice and are now in operation in many cities of the country.

Educational conditions in Washington have been more or less unsatisfactory for a long period of time. Anyone who examines the educational history of the city will inevitably reach the conclusion that educational progress is slow, not because of superficial or passing conditions, but because the present plan of organizing, operating, and maintaining the school system of Washington does not conform to fundamental principles of efficient administration.



COVENANT OF  
DISMISSED BY  
THE END OF NUMBER 1922

---

BY  
REPORT OF THE  
DEPARTMENT OF INSURANCE

